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THE UNIVERSITY OF ALBERTA
AN ANALYSIS OF
THE HUMAN RESOURCES DEVELOPMENT AUTHORITY IN ALBERTA

by



ISAAC N. GLICK

A THESIS
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled "An Analysis of the Human Resources Development Authority in Alberta," submitted by Isaac N. Glick in partial fulfillment of the requirements for the degree of Master of Arts.

ABSTRACT

This thesis undertakes a review of the philosophy and the conditions leading up to the establishment in 1967 of the Human Resources Development Authority (HRDA) in the Province of Alberta. The study identifies the provisions, achievements, limitations, and difficulties of HRDA as seen by government personnel most closely involved with HRDA. From this source and from government files available to the author, certain factors emerge to explain the decline of an agency less than four years after its inception despite the apparent validity of its philosophy.

Interviews with former cabinet ministers, senior civil servants, and professional field personnel lead to the conclusion that the basic concept of The White Paper which inspired HRDA is still a viable one. The need for coordination of government planning and delivery systems for equitable distribution of services throughout the province still exists. But the HRDA experience emphasizes that an innovative intervention seeking to coordinate horizontally across line departments which have traditionally been comfortable with vertical communication and reward channels, requires full commitment by all members of Cabinet. Also, communication by the Premier or at least by a cabinet minister to all deputy ministers, directors, and branch heads as to what the new agency is about appears imperative. This would include an outline of the concept, goals, and policy implications of the agency. Anticipated changes that would effect line departments should be openly discussed with them.

The primary challenge of "making democracy work better" requires that such an agency, or secretariat, stay out of program administration

entirely in order to facilitate more effective work by line departments. It has become clear that the principles of Community Development are as relevant for introducing change in a government system as in a community; and to disregard them is to invite misunderstanding, disunity and resistance however valid the concept.

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CHAPTER I

INTRODUCTION

When The White Paper on Human Resources Development was introduced in Alberta in 1967 by the then Premier E. C. Manning, it aroused considerable popular interest. It was election year for Albertans, but perhaps more significant, it was Canada's Centennial Year. The country was in a mood of both reflection and anticipation, thus making the introduction of a new emphasis intriguing even for a province stereotyped as conservative.

There were other factors of course: the growing sense of alienation, especially among rural Albertans moving to the cities; an increased awareness of the locked-in or locked-out plight of Indian and Metis people in the province (Schultz, 1966); and mounting evidence of the negative social consequences of industrial development. More subtle perhaps were the rising expectations of the young, not so much for material values that their pioneering parents had worked so hard to acquire, but for nonmaterial values that accent the needs of people (Manning, 1967).

In this context the prospect of more attention being paid to human resources development was good news, and the voters returned Manning's government to office for another term. During that term the government moved to implement what the philosophy of The White Paper had outlined. Several pieces of legislation were passed and government bodies established (Figure 1) that were to accent human resources development and coordinate government services for that objective. These government bodies were:

1. The Human Resources Development Authority
 - Director plus 5 Ministers
 - Staff
2. The Human Resources Research Council
 - Director plus 10 members
 - Staff
3. The Alberta Advisory Council
 - Chairman plus 24 members.

It is apparent now that subsequent events did not completely conform to the intent of The White Paper. Some close observers feel that "the wheels came off" before there was enough thrust to get the human resources program off the ground. Or was the problem somewhere in the political machine? Others, however, have observed some significant changes on the Alberta scene because of the human resources program. Nevertheless, five years later in 1972, after another election that brought a new government to power, it appears that the human resources program will be phased out or modified substantially with scarcely a ripple of protest. The Human Resources Research Council was terminated late in 1971 after The Progressive Conservatives came to power in August of that year. At this writing HRDA personnel are being transferred to line departments.

The situation invites analysis, not merely because of the initial enthusiasm that in so short a time seems to have faded, but especially because the philosophy of The White Paper is gaining currency elsewhere in Canada including Saskatchewan, Ontario and to some extent the Northwest Territories. This trend is reflected in contemporary development literature and in sentiments expressed by Third World spokesmen. A New Guinean student, at a University of Alberta Community Development seminar in the

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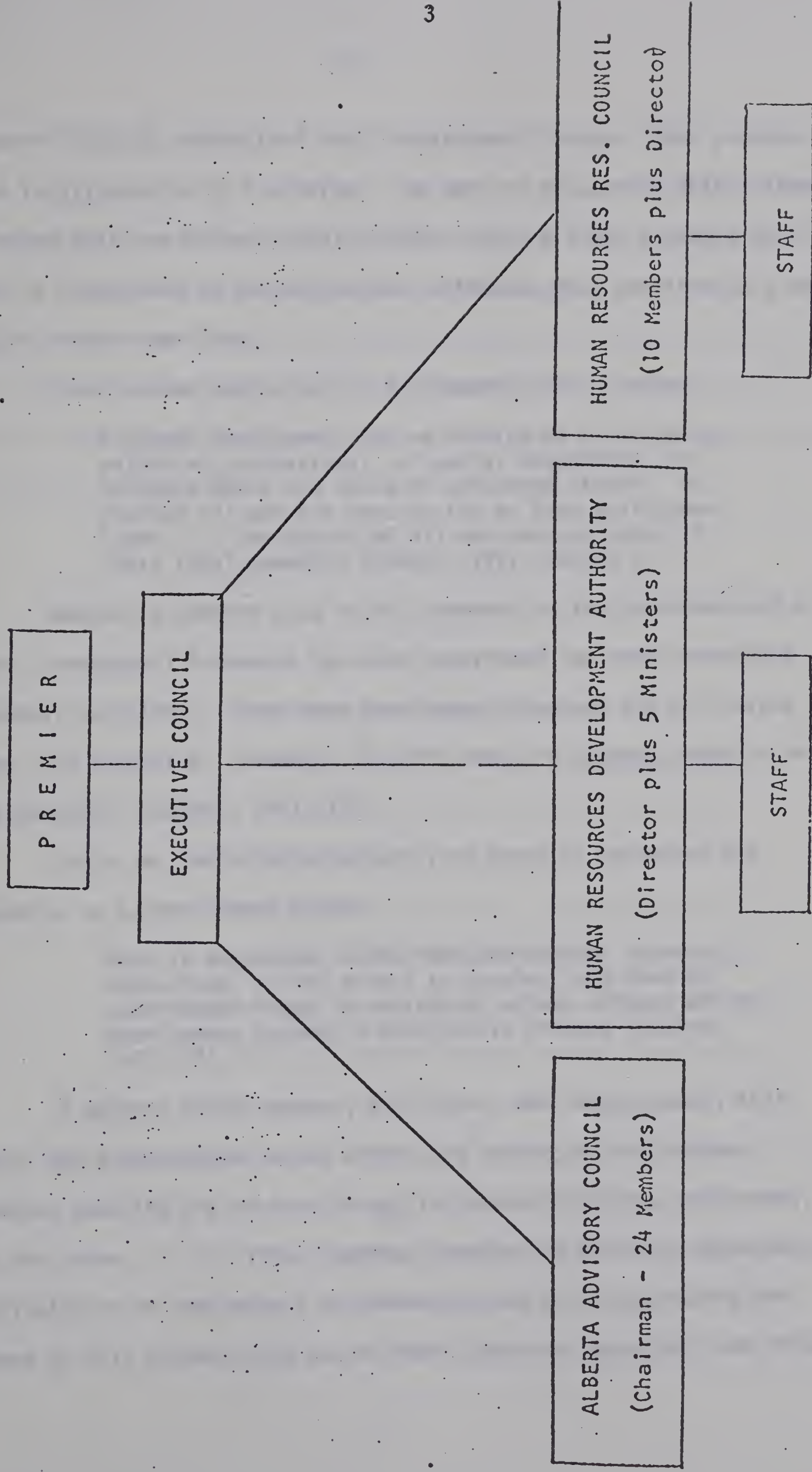


FIGURE 1

winter of 1971-72, emphasized that "development" occurs "when a person grows in all aspects of his being." He went on to clarify this statement by saying that New Guineans would rather accept a lower standard of living--which is inevitable if the Australians withdraw--than continue as a peon people in their own land.

A well-known specialist in development ethics writes:

Although development can be studied as an economic, political, educational, or social phenomenon, its ultimate goals are those of existence itself: to provide all men the opportunity to live full human lives. . . the ascent of all men and societies in their total humanity (Goulet, 1971:preface x).

Goulet is precise also in his comments on the importance of an overall conceptual framework by which government can avoid unrelated, piecemeal solutions: "Even when development programs are of limited scope, the conceptual framework in which they are planned ought to be comprehensive" (Goulet, 1971:277).

Again, on the relative priority of physical resources and economics to support human values:

What is advocated is not that man abandon science, technology, or the effort to develop, but that he subordinate these to ecological values without which development becomes a destructive process (Goulet, 1971:277).

A migrant field laborer, gold miner, and longshoreman, self-taught and acknowledged social critic and writer of some renown, observes that the cry of Asia is not for bread, clothing, and houses, but for pride. ". . . this clamorous craving for pride is characteristic manifestation of the process of awakening, and it is by probing the nature of this process that we are most likely to reach the core of our

problem" (Hoffer, 1964:7).

If then, as the literature indicates, a growing number of development authorities agree that people and their freedom must come first in any development effort, and since this point of view tends to confirm the current validity of The White Paper philosophy, what have been the factors that have led to the decline of the human resources program that was to integrate and coordinate government services for such development objectives?

Purposes of the Study

This study is designed to deal with the following four issues:

1. To review the conditions that led to concern for human resources development in Alberta.
2. To summarize the philosophy of The White Paper that inspired The Human Resources Development Authority (HRDA).
3. To identify the provisions, achievements, and limitations of The Human Resources Development Authority, and the factors that account for these.
4. To analyze Alberta's human resources development experience.

The following major assumptions of this study were derived from my own observations of and experience with the HRDA operation.

1. That there was insufficient communication at all levels of the civil service when HRDA was introduced for the new agency to be adequately understood.

2. That the implications of the human resources development philosophy, when translated into action, were threatening to some civil servants and/or politicians.
3. That coordination--the intended "means" at the outset--became the goal itself as resistance mounted within the government system and as the original development vision faded.
4. That the HRDA concept itself will be seen positively but that the agency bearing this name will be politically vulnerable.

Significance of the Study

An analytical review of HRDA has significance at this time for the following reasons:

1. The job that HRDA was assigned to do has not been completed.
2. The recently elected government in Alberta has expressed interest in establishing "new directions" in human and physical development.
3. HRDA's apparent decline had begun at least a year prior to the change in government in August 1971.
4. Interest is being shown by other governments in Alberta's human resources development experience.
5. A need exists to analyze the political vehicles developed to translate concepts into action and to identify the components required.

This study has significance for the writer personally because of his involvement with HRDA as a Human Resources Officer (both at Slave Lake during the first year planning phase, and more recently at Grande Cache) and because of his concern about the apparent ambivalence of the government regarding HRDA's development mandate. While resident for more than a decade of an isolated northern Alberta community the writer experienced first hand the difficulty encountered by such settlements prior to HRDA (1967) to get the ear of government. Between 1955 and 1963 he became involved with several northern communities in negotiating health and educational services, and subsequently in developing a coordinated handicrafts marketing enterprise (Team Products) among Native craftsmen of the province.

In view of the resistance encountered by HRDA within the government system, the study has significance as a lesson in organizational behavior and provides clues on introducing change.

Perhaps most significant is the fact that HRDA tackled problems which are universal in contemporary societies where big government bureaucracies have evolved. It sought to introduce alternate channels of communication between citizens/communities and cabinet decision makers, and introduced a system of horizontal coordination across departmental lines to reduce gaps and overlaps in government services. HRDA also placed emphasis on local participation in identifying needs, setting priorities, and following through with appropriate action.

Whatever the quality of HRDA's performance, the experience should prove instructive if documented now while the primary sources are still accessible.

Data and Methodology

Reliability and Validity

The value of a study is determined to a great extent by the completeness of the records, the knowledge of the informants and the validity and reliability of the methods employed in probing those sources. Where primary sources are involved the level of rapport established between researcher and informant determines the quality and sometimes the quantity of data obtained. This is especially true when the interview is based on open ended questions rather than detailed ones.

For this study it has been possible to contact primary sources including the former premier who introduced The White Paper and the legislation that brought HRDA into existence; the persons who worked directly with him in writing The White Paper and the legislation; the three cabinet ministers who served a stint as chairman of HRDA during its four years existence to August 1971; the director of HRDA; senior level civil servants who were involved; and selected field personnel. The author, because of previous acquaintance with most of those interviewed, obtained very candid and cooperative responses. A number of the key informants offered the option to call in again if required to clarify points of uncertainty. The interviews ranged in time from one to three hours each.

Government files were also made available. It is recognized by the author that certain types of information would not likely be recorded here, but this source has been invaluable, and any lack has been compensated for by some interview respondents who were critical

of the HRDA innovation. Both supporters and nonsupporters were interviewed to obtain as broad a sample of responses as possible.

Sources

The four sources probed for this study were selected informants, government and historical records, personal experience, and development literature.

It was not possible to interview everyone who was involved with HRDA, but by selecting key participants it has been possible to obtain perspectives from various levels of government as indicated in the foregoing section.

Books and government publications provided historical documentation for the events and processes in Alberta prior to The White Paper and The Human Resources Development Authority. Government files were made available in order to review both minutes of HRDA meetings and HRDA activities during its first four years.

Personal experience, as a member of the HRDA task force at Slave Lake during the first year of that project and as a Human Resources Officer at Grande Cache for several years, provided firsthand insights into HRDA activities, frustrations, achievements, and limitations.

Current development literature helped to provide a broader perspective from which to analyze the HRDA experience and a broader context in which to review it.

Methodology

In depth interviews and document research were the main methods employed. However, a number of telephone calls and brief personal contacts

with the key informants were made during the study to insure accuracy of details.

The interviews were all based on four open ended questions in which the respondent shared his perceptions of the concept, the achievements, and the difficulties of HRDA. In the fourth category he had opportunity to offer recommendations on what should have been done and/or what might be done if similar objectives were pursued by government in the future.

The document research involved extensive reading of government reports, publications and files pertaining to HRDA and The White Paper. Also reviewed were official press releases and other relevant news coverage by The Edmonton Journal and The Calgary Herald. Review of news coverage by the media was not comprehensive due to the greater value of the key informants available for interviews.

Delimitations to the Study

This study is concerned with facing the issues involved and the lessons to be learned from the HRDA experience. The table of contents of the study makes its limits explicit, its delimitations implicit.

This is not a community impact study; therefore, community people were not interviewed. Interviews did not include everyone involved, and focused necessarily on only a limited number of issues.

The study deals with the records of HRDA, which are not necessarily complete on all issues. Also they tend to reflect the official position and "end product" decisions; process and dynamics are seldom

recorded. Some special closed door meetings may not be reported in the files at all.

Because this study scrutinizes HRDA as an agency, examination of human resources as a concept will be minimal except when relevant to the analysis of HRDA and The White Paper.

The review of HRDA is confined to the period from its beginning (1967) to September 1, 1971.

CHAPTER II

THE ALBERTA CONTEXT--TIME AND PROCESS

Poverty and Plenty

Poverty has come to be recognized as a many-sided phenomenon. First generation poverty when caused by a sudden catastrophe such as World War II in Europe or the Depression in Alberta, it may be described and measured primarily in economic terms. In such cases the condition may be relatively short-lived because the victims still possess the assets of spirit and skill to overcome their sudden misfortune, and the condition is seen as resulting from impersonal rather than personal factors. But when poverty becomes a second and third generation situation, its character and cure become far more complex. The impoverished condition then becomes pernicious and self-perpetuating. Poverty breeds poverty. On the other hand, mounting evidence indicates that sometimes affluence breeds poverty as well.

Alberta's history since 1930 contains examples of both types of poverty. The first type has been effectively mastered; the second, though its outward symptoms are similar, has not responded to the same economic treatment. It appears that the diagnosis of the problem has been faulty and that the traditional cure in some cases has perpetuated rather than eased the condition; hence, the vicious circle of poverty.

In order to provide a historical context for The White Paper on Human Resources Development in Alberta and the subsequent Human Resources Development Authority, three distinct causal factors related to poverty

will now be discussed. These are: poverty caused by catastrophe, poverty spawned by affluence, and poverty born of poverty.

Poverty Caused by Catastrophe

The relevant context for this type of poverty in Alberta begins with the grim effects of the Great Depression following the stock market crash of October, 1929.

Alberta with its agricultural base, bore the brunt of hideous agricultural depression. By the winter of 1931-32 the destitution and privation was extreme. His wheat sold for under 20 cents a bushel, his pigs at two cents a pound, his beef shipped to market failed to bring a price that would pay the freight bill. His bank demanded payment of existing loans and denied him any new ones. His mortgage interest (up to 10%) was unpayable. His machines were in disrepair, his car without gas, his family threadbare and hungry (Johnson, 1970:100).

This catastrophe drew Albertans into a common poverty and in many cases into a despair that left even the government under the United Farmers of Alberta and its Liberal opposition at a loss to offer any solution.

A citizen of that time is quoted as follows:

I listened to our premier, Mr. Reid, over the radio, and he said there was nothing the government could do about the depression. Mr. Shaw, the leader of the Liberal Party, said there was no solution; that we would have to wait and stick it out until times got better (Blackburn, 1970:191-192).

The situation obviously called for innovation and leadership. The former came from the works of an economic theorist from England, Major C. H. Douglas; the latter was provided by a capable Calgary high school principal, William Aberhart, who, despite being a highly controversial figure, was to start Albertans on a course that would eventually lead them out of their economic wilderness. What Mr.

Aberhart proposed and promised, though not entirely believable for everyone, provided the essential ingredient of hope for many, and he eventually won support, even from many erstwhile cynics. This seems confirmed by the landslide mandate he received in August 1935-56 of 63 seats (Johnson, 1970:139)--which is explained by the rhetorical question posed by a pioneer named Mrs. Olson:

If you want to build a house, and one carpenter said he couldn't build it, and another said he couldn't get any materials . . . but the third carpenter said he would try to build the house for you, which one would you hire?
(Blackburn, 1970:192).

By using several financial devices, such as forms of credit and "funny money," Alberta's own monetary certificates, confidence was restored. For a pioneer population, accustomed to struggle, but endowed with many skills, this economic solution proved effective in assaulting a type of poverty that was largely economic in nature. It must be acknowledged, however, that the outside impetus of World War II and the postwar impetus of the Leduc Oil discovery in 1947, with the industry that followed, played a large part in supporting Albertans on their long journey towards affluence.

It is worth noting that a similar economic solution to poverty caused by catastrophe--the Marshall Plan--was successful in postwar Europe. But it is equally important to note that this same "solution" has not succeeded when applied to many Third World countries or to parallel situations in Alberta.

While for many poverty was being overcome in Alberta, for others the condition of poverty was being reinforced, and there seems to be

some evidence that the cure for one situation was actually causing poverty in another.

Poverty Spawned by Affluence

Isolation--The first obvious and partly inevitable cause of this type of poverty is the factor of isolation due to technological change. As the coming of the east-west railway replaced the earlier water route and isolated the oldest immigrant settlement in Alberta, Ft. Chipewyan, so have modern highways and communications networks, which replaced horseback and "moccasin telegraph," tended to reinforce disadvantage in those areas not served by them. Thus the very symbols of affluence that are extended to help eradicate poverty for some, inadvertently intensify it for others.

A related type of "isolation" through not necessarily geographical, but again resulting from technological change, also finds illustration in Alberta. For example the Drumheller area become isolated from the mainstream of Alberta prosperity because of a shift in market demand from coal to other energy sources. Trapping communities suffered similarly from the impact of synthetic furs.

The consequence of such shifts has been an encroaching poverty. If the willingness and/or opportunity is lacking to acquire new skills or to move to a new centre, the isolation will be reinforced by the growth of the local population and the seeds for a "culture of poverty" (see p. 19) will begin to germinate.

Alienation--This term describes a socio-psychological, rather than a geographical, isolation characterized by powerlessness, meaninglessness, normlessness, and self-estrangement (Seeman, 1959) often experienced by minority victims of deprivation where affluence and its power surround and control them. Although some of these conditions exist in cities in

Alberta, nowhere have they become more apparent than on many Indian reserves and Metis communities. For some the problem is aggravated by the mass media, which on the one hand communicate how the world outside lives, thus distorting the poor's "need aspirations," (Whyte in Mann, 1970:6) and on the other articulate and reinforce stereotypes that the affluent hold about the poor which tamper with the poor's self image. As a result the poor person's view of his condition is increasingly determined either by the media's view or by his perception of it.

Relative Deprivation--Thus the poverty spawned by affluence is characterized by a "relative deprivation" based partly on local conditions but mainly on their relationship to outside conditions.

Relative deprivation implies a social context
 A definition of poverty solely in terms of subsistence criteria, while useful under pre-industrial social conditions, is of little value in explaining poverty in an affluent society. In modern industrial societies, such as Canada and the U.S., poverty is a relative condition . . . relative deprivation (Whyte in Mann, 1970:6, 13).

A sequence of ten casual factors of deprivation is suggested in a propositional summary by D. R. Whyte.¹

1. An increase in technological innovation and population density has resulted in more elaborate division of labour, or structural differentiation.
2. Structural differentiation results in a reorganization of roles in the occupational system.
3. This reorganization results in the obsolescence of certain previously important roles and a decrease in the functional importance of others.

¹ Whyte is known for his treatise, "Sociological Aspects of Poverty: A Conceptual Analysis" in which he traces the concept of poverty from Malthus to the present; from a belief that poverty is caused by natural inequalities in the individual to the view that it is primarily a result of social conditions.

4. Associated with this loss of function is a corresponding loss of power.
5. A loss of power reduces the capacity of the individual or aggregate to adapt to the continuing changes which are taking place in the society.
6. This failure to adapt leads to a decline in the relative position of the individual or group vis-a-vis the standards of the larger sub-system of society.
7. In addition to resulting in a reorganization of roles in the occupational system, structural differentiation is generally accompanied by a transition to more universalistic standards of evaluation.
8. As norms become more universalistic, they are, by definition, applicable to an increasingly broader spectrum of the population.
9. The more general the applicability of the standards of evaluation, the more apparent is a relative decline in the position of an individual or group in the society.
10. Hence the major conditions giving rise to relative deprivation, and its perception by the majority of the population, are inherent in the changing social conditions of the society or sub-system.

The following propositions concerning social and psychological consequences are also suggested by Whyte.

1. Perceived relative deprivation is potentially functional for both the individual and society in that it entails a degree of anticipatory socialization.
2. For these functional consequences to be realized there must be available means whereby the individual can seek membership in the group with which he identifies.
3. The conditions giving rise to relative deprivation preclude the availability of such means; hence withdrawal from social intercourse is employed as an alternative mode of adaptation.

4. The combination of withdrawal and out-group orientation leads to the disintegration of predictable patterns of social interaction among the deprived and a breakdown in the social relationships.
5. The resulting state of anomie produces psychological effects and cultural adaptations which serve to reinforce the prevailing social conditions.

(Whyte in Mann, 1970:12, 13)

This means that certain poverty conditions in an affluent society are the result of socio-cultural changes that have been spurred by science and technology. As long as existing institutions remain ineffective in meeting the needs of the poor and poverty keeps reproducing itself, such conditions will continue in a vicious circle.

Poverty Born of Poverty

Poverty born of poverty refers to second generation poverty and beyond. Of causal significance are the limitations imposed on opportunity, experience, and consequently aspiration level. Two concepts in the literature that are instructive here are "objective poverty" and "culture of poverty."

Objective poverty--This term refers to persons who are unable to meet the minimum requirements for food, clothing, and shelter and who lack the skills necessary to fill an occupational role that would meet these needs. The above term may be distinguished from "subjective poverty" which, though referring to the same condition, involves both the sensation of being deprived and the aspiration for a higher living standard (Whyte in Mann, 1970:6,7).

The above distinctions are useful in describing an important

dimension of the Alberta context. As recently as 1965, the Economic Council of Canada, quoting figures of the Department of Indian Affairs, revealed that "78.5 percent of Indian households had incomes of less than \$3,000 per year; 54.5 percent less than \$2,000; and 28.2 percent less than \$1,000" (E.C.C., 1968:121). These figures do not include Metis settlements which, in some cases, have fared worse because they are regarded neither as white nor as Indian.

The existence of such levels of living illustrates "objective poverty" in a wealthy province like Alberta. But for many of the native people, until recent years, the subjective experience of poverty as described above did not exist, and children grew up with healthy self-respect and contentment, even though they were confined to a life style defined by the limits of mere subsistence. Many were able to meet their needs through traditional occupations such as hunting, fishing and trapping or various bush occupations such as logging and reforestation.

However, sometime during the 1950's this situation began to change. A much higher incidence of "subjective poverty" occurred as evidence of and communication about more affluent life styles around the native people increased, and as their traditional means of livelihood declined. The point here is that "objective poverty" has long been a part of the Alberta scene and that, given modern communications, "subjective poverty" is no longer escapable. The planners of human resources development in this province have been attempting to meet the challenge of rising expectations and the negative consequences of falling productivity. To ignore this would be to underwrite a "culture of poverty."

Culture of poverty--Popularized by Oscar Lewis, this concept summarizes the locked-in condition--economically, socially, and

psychologically--and the adaptive patterns of people born into poverty. Lewis refers to this phenomenon as "a subculture of the western social order" (Lewis in Mann, 1970:29).

The phrase is a catchy one and is used and misused with some frequency in the current literature. In my writings it is the label for a specific conceptual model that describes in positive terms a subculture of Western society with its own structure and rationale, a way of life handed on from generation to generation along family lines. The culture of poverty is not just a matter of deprivation or disorganization, a term signifying the absence of something. It is a culture in the traditional anthropological sense in that it provides human beings with a design for living, with a ready-made set of solutions for human problems, and so serves a significant adaptive function. This style of life transcends national boundaries and regional and rural-urban differences within nations. Wherever it occurs, its practitioners exhibit remarkable similarity in the structure of their families, in interpersonal relations, in spending habits, in their value systems and in their orientation in time (Lewis in Mann, 1970:27).

In his studies Lewis identified some seventy traits that characterize the culture of poverty, many of which have begun to show up in Alberta's cities and some native settlements. These traits have little or nothing to do with ethnicity, but with the constraints imposed by poverty in a context of affluence.

The disengagement, the nonintegration, of the poor with respect to the major institutions of society is a crucial element in the culture of poverty

There is little wealth . . . but awareness of middle class values . . .; the individual has a strong feeling of fatalism, helplessness, dependence and inferiority (Lewis in Mann, 1970:30, 31).

The culture of poverty is not a first generation phenomenon. It tends to be self-perpetuating once it develops because the socialized stance of mind and emotion insures a disbelief that anything could be

different. Thus the cycle repeats itself. This, however, is not the only reason that the condition is perpetuated. There are factors in the larger more affluent society quite beyond the reach of the poor that contribute to the perpetuation of poverty.

Galbraith alludes to this phenomenon in his descriptions of "the industrial state" and the power of the "technostructure" to influence the social purpose of society.

The corporation becomes an instrument for attributing social purpose to the goals of those who comprise it. Social purpose becomes by this process of adaptation what serves the goals of members of the technostructure (Galbraith, 1967:173).

But the poor, by any applicable tests are outside the industrial system. They are those who have not been drawn into its service or who cannot qualify.

Gunnar Myrdal is more precise in his reference to:

. . . the wider problem of poverty in the midst of plenty and of the operation of a vicious circle tending to create . . . an unprivileged class of unemployed, unemployables, and under-employed who are more and more hopelessly set apart from the nation at large and do not share in its life, its ambitions, and its achievements (Myrdal, 1962:10).

In the following section some specific examples from the Alberta scene illustrate how the process of a vicious circle evolves and is reinforced even by society's attempts to break it.

Stability and Change

Early Social Concern in Alberta

It is not surprising that an immigrant population that had first endured the rigors of the frontier, then struggled through the

Depression, should be preoccupied with survival and with making the resources around them serve that end.

In pioneer days, Albertans were preoccupied with developing physical resources--breaking the soil, building cities, constructing roads, and generally providing for enough food, clothing and shelter to guarantee survival (Schmidt, 1969:17).

It is equally understandable, though less laudable, that having achieved some success, some of the successful would develop a sense of arrogance toward those who didn't seem to make it. This is expressed in such comments as "he's poor because he's lazy" (by a successful farmer), or "if they choose to isolate themselves from the rest of society they'll just have to take the consequences" (by a former cabinet minister). Galbraith observes that "it is a firm tradition of the fortunate to attribute their progressiveness. . . to higher intelligence" (Galbraith, 1965:3) rather than to higher income or more favored circumstances.

However, it would be just as surprising if collective social concern had not emerged in the province at an early stage. In fact, Alberta has long been recognized as a leader in this field in Canada. Collective social concern was part of the philosophical platform that brought the people's movement of Social Credit to political office in 1935. One of the stated aims of the party at that time was:

. . . to secure for the individual citizen the bare necessities of food, clothing and shelter This is the least that could be offered to any citizen. It is wholly unreasonable to expect any person or group of persons in a province as wealthy as Alberta to exist without the bare necessities of food, clothing, and shelter (Johnson, 1970:206).

At that time meeting the crisis created by the Depression was mainly a problem of distribution, or "redistribution," a concept well known in today's economy. In the context of the economic depression of the 1930's, such a solution appeared to have merit. But as the province became more affluent, the character and causes of poverty changed sufficiently to render the earlier cure ineffective. Merely to continue or even increase the "redistribution cure," i.e., public assistance of various types, without attention to changes in the underlying causes of poverty is like applying band-aids to a festering sore without dealing with the infection. Obviously, the wound will continue to fester at places not covered by the bandaid or even beneath the bandaid itself! Alberta's experience with poverty among its native population illustrates this condition as shown, at the risk of overgeneralizing, by the following summary and diagram: (see Figure 2, page 25).

1. People suffer from hunger and disease.

--Publicity leads to health services legislation.

Result: Lower mortality rate;
Longer life expectancy;
Population increase.

2. Consequently, people suffer from economic poverty--not enough money to go around.

--Publicity leads to welfare legislation.

Result: Mere subsistence;
Housing deteriorates but people are
helpless to change it;
People "locked in" to a condition of
poverty.

3. Now people suffer from loss of self-reliance--dependence destroys self-respect; unable to cope by independent traditional means.

--Publicity leads to mobility, housing, and jobs legislation.

Result: Not qualified for jobs;
Unhappy in new location;
Unable to afford homes provided.

4. People suffer from inability to compete because of lack of education.

--Publicity leads to public schools being established.

Result: Adult generation still illiterate;
Children introduced to new culture;
Employment problem reinforced as youth graduate.

5. People suffer from increasing social disorganization and from absence of job opportunity that schools led young to expect.

--Publicity leads to: a. Industrial incentives legislation to entice industry;
b. Community development legislation to motivate communities.

Result: People lack technical skills to qualify;
People imported to fill jobs;
Co-ops established on local initiative but fail because of inadequate government follow-through with training in management procedures.

6. People suffer from failure, frustration, and alienation.

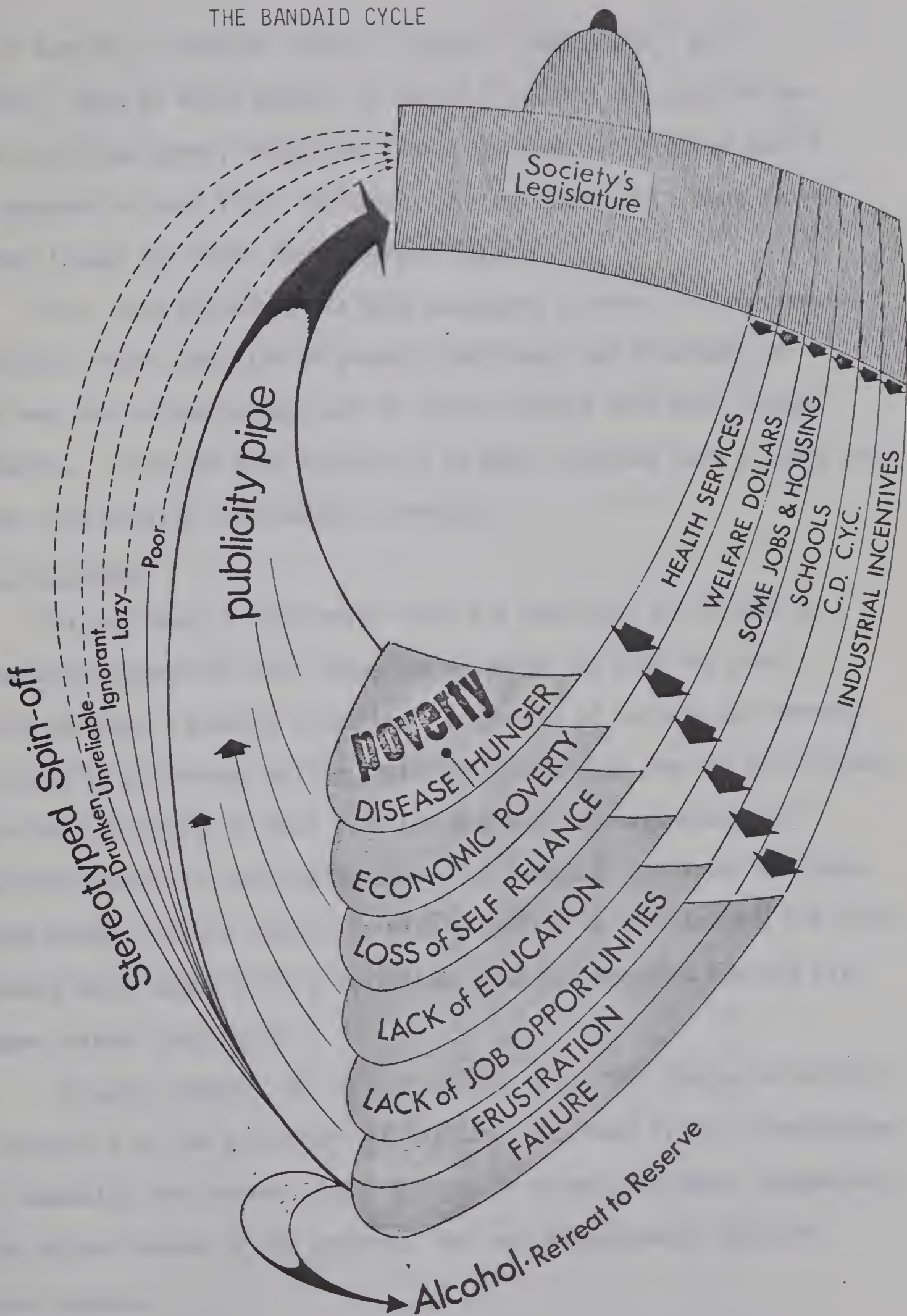
--Publicity reinforces public prejudice.

Result: Some escape via alcohol;
Some retreat to reserves;
Poverty continues.

Although some people have benefited along the way, the stark reality of the above interaction process is that, on the one hand, the poverty problem is extended with each service rendered, and, on the other, the "need" for an ever expanding bureaucracy to provide the services is created. Also as the process accelerates, certain stereotypes about Indians emerge or are underscored. First the Indian is called "poor";

FIGURE 2

THE BANDAID CYCLE



Source: I.N. Glick; graphics design by Ronn Bence.

then in turn he is labeled "lazy," "stupid," "unreliable," and "drunken," each of which appears to parallel successive steps in the process outlined above, though the labels have not occurred in such a neat sequence in real life. Drinking, for instance, was a much earlier problem, though for other than economic reasons.

Thus, some native people have undergone a process of progressive alienation, their condition of poverty continues, and Albertans in their many and varied expressions of social concern have been largely ineffective. This has been especially so when solutions were planned and imposed from outside the community effected.

A Bid for Change

Various steps in the above cycle are sometimes publicized by a well-meaning journalist who, supported by photos to make his point, vividly portrays a poverty situation. A segment of society can thereby be stirred to determined action, bringing pressure to bear on politicians, who in turn legislate to deal with the problem. Unfortunately, an immediate response is most satisfactory to emotionally stirred citizens. To show prompt visible results is also essential to politicians, but such responses have tended to be alleviative, stop-gap measures dealing with symptoms rather than causes.

It must, however, be recognized that a bid for change reflecting the stability of the government at the time was made by the introduction of a community development (C.D.) program in Alberta in 1964. Regardless of the effectiveness of the program, this was a courageous move for several reasons:

1. It acknowledged that traditional social services were not adequately meeting the challenge of poverty.
2. It constituted an approach transferring some power that was traditionally in the hands of civil servants to the poor, thus requiring changes in civil servants' manner of working.
3. It supported the unorganized poor in becoming organized and vocal, thus risking backlash against the very government that introduced the process.
4. Because community development has been a nebulous concept involving more than the obvious meanings of the terms, total support for the program within government as well as among the general public was unlikely.

Nevertheless, the program was introduced and legislation passed early in 1964 (Telefacts No. 13, April 4, 1964). Four basic beliefs about people and their problems, fundamental to all community development programs were outlined in a speech by the Hon. F.C. Colborne to the Alberta Legislature on April 4, 1964 (Italics mine):

1. *That all people have a strong desire to better themselves* no matter how unambitious they may appear to outsiders. All people have personal and community needs and they suffer when these needs are not met and wish that something could be done to meet them.
2. That the personal community *needs are not met because under present conditions the difficulties of their fulfillment are too great* for the human and technical resources they now have. Backwardness is not caused by laziness or lack of ambition, it is caused by the inability to see the opportunity to meet the needs; to know how to achieve the desired results. Given help in

seeing the opportunity and the means of meeting their needs such people will become active and will progress.

3. *All groups can do something to help themselves when given the opportunity to do so on their own terms. It is true that outsiders can more objectively and scientifically analyse the local problems but they cannot substitute themselves for local responsibility and enthusiasm. The local people must be given the responsibility of determining the direction of their own efforts and must set their own priorities for action. This is especially true where outsiders are of a different culture than the group that is being helped.*
4. *Where the need for change is acute, it is important that government services seek to co-ordinate their programs in order to influence each area of local activity according to the readiness and wishes of the local people.*

These tenets, unthreatening in their simplicity, become revolutionary in the implications they carry for change in a government's services and its manner of working with citizens. When these implications began to be felt, several processes were set off that eventually meant death for the C.D. program. The one was a united, informal resistance within the civil service against recognizing or co-operating with the C.D. group working under contract; the other was a counter reaction within the C.D. group that culminated in a redefinition by the C.D. co-ordinator of their role as little more than one of "social animation,"¹

¹ "Social Animation" seeks to begin with unorganized people where they are and proceed in realistic steps toward goals they themselves identify. This is a very essential component of C.D., but inadequate if a link with outside resources is not established and maintained.

which could easily be carried on without bothering to relate to line departments (Whitford, 1968). This new role could easily--and did--become a kind of game that appeared to be relished by some C.D. Officers, but that may have accomplished little of lasting value in the communities except a confused, local hostility again taking undeveloped communities nowhere, but with more noise than before. Though this may have been a bid for change, the approach that evolved was not a very positive one, nor did the reaction within parts of the civil service inspire a positive approach.

The positive outcome of this experience was its demonstration of the importance of co-ordination and co-operation among government departments and/or agencies. Awareness among Albertans about the fact of poverty in their province was also heightened through events like the Wabasca March on the Legislature in 1965; and by effective use of the news media. These factors helped to shape the mandate for the Human Resources Development Authority a few years later.

The Basis for Change

The needs and the capabilities of Alberta could not be known without research. Since the early 60's Alberta was engaged in research to inventory its resources. This project had received impetus from a national conference convened by the federal government in 1961 on "Resources for Tomorrow." Subsequent to this conference the Agricultural Rehabilitation and Development Act (ARDA) was formulated and passed in the same year.

This legislation provided for joint Federal-Provincial operations and financing of programs in research, resource use and socio-economic development in rural areas Under the Rural Development Section of the Act, opportunity was given for government to help local people inventory their resources, analyze their own situations and outline methods of improving income and employment opportunities (Janssen, 1968:IV).

In Alberta, the Edson Project in Census Division 14 was a direct outcome of this legislation, and the concept of that project appears to be reflected in the provincial human resources program that followed:

The broad concept behind the rural development work in Division 14 is, "involve the people." A number of ideas have been put into effect among them is the Resource Inventory It includes information on natural and human resources, management and leadership, capital, income, market organization and structure, industrial development, education, government and other areas of study (Sauve, 1966:77).

The part ARDA played in the process prior to HRDA and the importance placed on research to guide development are both reflected in the Introduction of The White Paper on Human Resources Development (Manning, 1967:11-13):

Through the research provisions of the Agricultural Rehabilitation and Development Act, the Government of Alberta has completed six studies assessing the human and physical resources potential, and the requirements for social and economic development, in Census District 12, Census District 14, and the Slave Lake area.

A research program, entitled "Community Opportunity Assessment" was undertaken in 1966 by the Government of Alberta, in co-operation with the Government of Canada, to analyze social and economic deprivation in seven representative communities, including two urban areas (Edmonton and Calgary). This study has been completed.

In 1966, the government authorized the preparation of a comprehensive inventory of all services and programs (federal, provincial, municipal and private) which operate to facilitate the development of the human resources of Alberta. The first edition of this inventory has now been completed.

A study of particular significance was initiated in 1963 when the Government established the Public Expenditure and Revenue Study Committee, composed of representatives from governments (provincial and municipal), from industry (management and labor), and from both rural and urban areas. The purpose of this committee was to make an in-depth analysis of public expenditures, their control, and their allocation, 'having regard to the legitimate needs and best interests of the people of the province as a whole' (page iv of the report of the committee).

The committee's report, completed in 1966,

- (a) provided a comprehensive overview of the revenue requirements of the Government of Alberta 'in the light of its commitment to provide a high level of essential services to the people of the Province and to make sufficient sources of revenue available to local governments to enable them adequately to discharge the responsibilities with which they are entrusted' (page 128);
- (b) contained the basis of a new conceptual framework in which to study, discuss, and approach
 - the development of human resources
 - the development of physical resources
 these subjects being suggested as the two great central themes on which governmental structure and activity should focus (page 128, points A and B);
- (c) pointed out changing concepts in public and governmental thinking relative to human resources development, particularly in the fields of
 - public welfare (pages 3, 5)
 - public health (page 33)
 - education (page 48);

- (d) balanced its consideration to those governmental departments involved primarily in human resources development, with a corresponding consideration of those governmental departments concerned primarily with physical resources development, in particular
 - the Department of Highways
 - the Department of Mines and Minerals
 - the Department of Agriculture;
- (e) suggested practical measures to facilitate human and physical resources development, the better operation of governmental departments, the balancing of revenues with expenditures, and the efficient operation of municipal governments.

The data and thinking, respresented by such research efforts, provides a solid foundation for the appraisal and development of new concepts and policies for the future. Without such a foundation, the development of the concepts and policies outlined in this paper would have been extremely difficult, if not impossible.¹

From the foregoing summary it is apparent that HRDA was the culmination of a long process in this province. This also clarifies specific ingredients of that process and steps in the evolution of the HRDA concept. We are now ready to consider the philosophical foundation for The Human Resources Development Authority as articulated in The White Paper.

¹ It should be noted that any link between the research and government programs or policy rested with the government itself. Some researchers saw their activities as related but independent of the particular government policy and program. Some of the research mentioned above was officially presented to the legislature at the same time as The White Paper and by coincidence appeared related, but there was no direct link between the research and the development of The White Paper. Follow up on the findings of the "Community Opportunity Assessment" has been minimal except in the Lesser Slave Lake region.

CHAPTER III

THE WHITE PAPER--TIMING AND POLITICS

A Quest for Integration

As indicated in the Introduction, the timing of The White Paper seemed right for many reasons, so much so that it became tempting for critics and the official opposition to charge that it was merely a political gimmick. If this was the case, it proved effective in the 1967 election.

There is some evidence, however, that Premier Manning had hoped that The White Paper would be received as a nonpolitical document and that all Albertans, whatever their political persuasion, would be able to support its concept. In the "Interpretive Statement" at the end of The White Paper, this point is clearly made:

This paper is non-partisan.

If the time and energy, presently spent in political manoeuvring for partisan advantage, were instead channelled into a supreme constructive effort to solve the problems and meet the challenges confronting our nation, Canadians would not only be happier but infinitely further ahead. In such a context, the role of the party in power is not to govern for party's sake, but rather to solve problems and give leadership in meeting challenges on the people's behalf. Likewise, the role of those designated as Her Majesty's Loyal Opposition is not to oppose the government simply for the sake of opposing, but rather to aid in the solving of problems by keeping vigilant watch for error and by presenting alternate proposals which will lead to more effective solutions and better legislation.

Furthermore the time has come for governments, political parties, and all citizens who genuinely believe in individual and economic freedom to take positive steps to end the fragmentation of

the influence and political strength of those who share the mutual conviction that these freedoms must be preserved.

With these considerations in view, this White Paper is a non-partisan document, intended for all citizens, irrespective of party affiliation, who desire a cessation of political hostilities among those who hold in common the ideals and aspirations underlying the policies and programs outlined herein.

The concepts discussed in this paper not only go beyond parties, but also beyond governments, and are intended to have meaning and relevance to citizens in all kinds of organizations and occupations. The objectives proposed cannot be attained by the efforts of governments alone, but require active involvement on the part of all sectors and members of society (Manning, 1967:99).

The White Paper was a kind of capsheaf to Premier E. C. Manning's political career. Though not known publicly at that time, he would soon be stepping down, and he wished to leave a legacy that would serve an integrating function for his successor. With the rapid growth of Alberta's civil service in recent years and the growing incidence of negotiations with Ottawa, the need for co-ordination and a unifying objective for government had become a growing concern of Premier Manning (Preston Manning, July 1972:private interviews). He sought to unify government services behind the common objective of integrated human and physical resources development.

The stated purpose of The White Paper was:

1. To provide an initial synthesis of governmental thinking and pertinent research findings, in the form of new concepts and policies for the future.
2. To outline certain principles and values which, when correlated with research data and administrative experience, provide the best possible foundation for an enlightened approach to public problems and the formulation of public policies for the months and years ahead.

3. In particular, to outline a new orientation and emphasis relative to
 - human resources development
 - physical resources development
 - the interrelatedness of human and physical resources development, which the Government wishes to commend to the people of Alberta for their consideration.
4. To outline a system of governmental policies and programs designed to facilitate the fullest and most integrated development possible of the human and physical resources of the Province of Alberta (Manning, 1967:13).

A Foundation for Policy

A foundation of common fundamental principles is necessary for any major undertaking or administration if the participants are to work toward a common objective. Information, organizational competence, and financial capability are all necessary components, but not in themselves sufficient to avoid the pitfalls of government-by-expediency and unco-ordinated, piecemeal projects. The position of The White Paper was:

. . . there must exist a predominant framework of principles and values, explicitly understood and supported by citizen and government alike,
 --to provide direction and purpose for activity in the public sector;
 --to provide a rationale for public policy and guidelines for government action;
 --to provide consistency and make possible predictability in governmental administration.

Basic principles and values ought always to occupy a prominent place in the thinking of public men and to find concrete expression in public policy It is equally imperative that all major policy decisions and actions be based on, and consistent with, those fundamental principles and values to which an administration subscribes (Manning, 1967:17).

A Framework for Development

A conceptual framework, graphically portrayed in The White Paper, shows the ultimate development objective of society as one of "free and creative individuals" (Manning, 1967:34). The achievement of that objective according to this model calls for an integrated engagement of both human and physical resources, with the latter serving the former.

An interpretation of the model (reproduced on the next page) was given in "Alberta, A Land for Living" as follows:

The relationship between human and physical resources development is shown by the positions of the components relative to one another and by arrows. Materials and finances required for human resources development (HRD) and for distinctive creative activity by individuals are shown as products of physical resources development (PRD). These materials and finances, together with social manpower, interact with human resources to facilitate the development of free and creative individuals.

The framework graphically demonstrates the following:

- (1) The individual must have a pre-eminent place in the thinking and activity of government and industry. The main purpose of social and economic development is to encourage and enable each individual to grow as a responsible, free and creative human being.
- (2) Human resources development is absolutely dependent on physical resources development. It is unrealistic to demand increases in human resources development services without giving consideration to the ways and means of stimulating the economy and increasing the productivity level of physical resource industries.
- (3) Technological progress can be beneficial. As new machines which increase industrial productivity are invented, the number of people whose employment is required in the physical resource industries can be lessened.

A SOCIETY OF FREE AND CREATIVE INDIVIDUALS

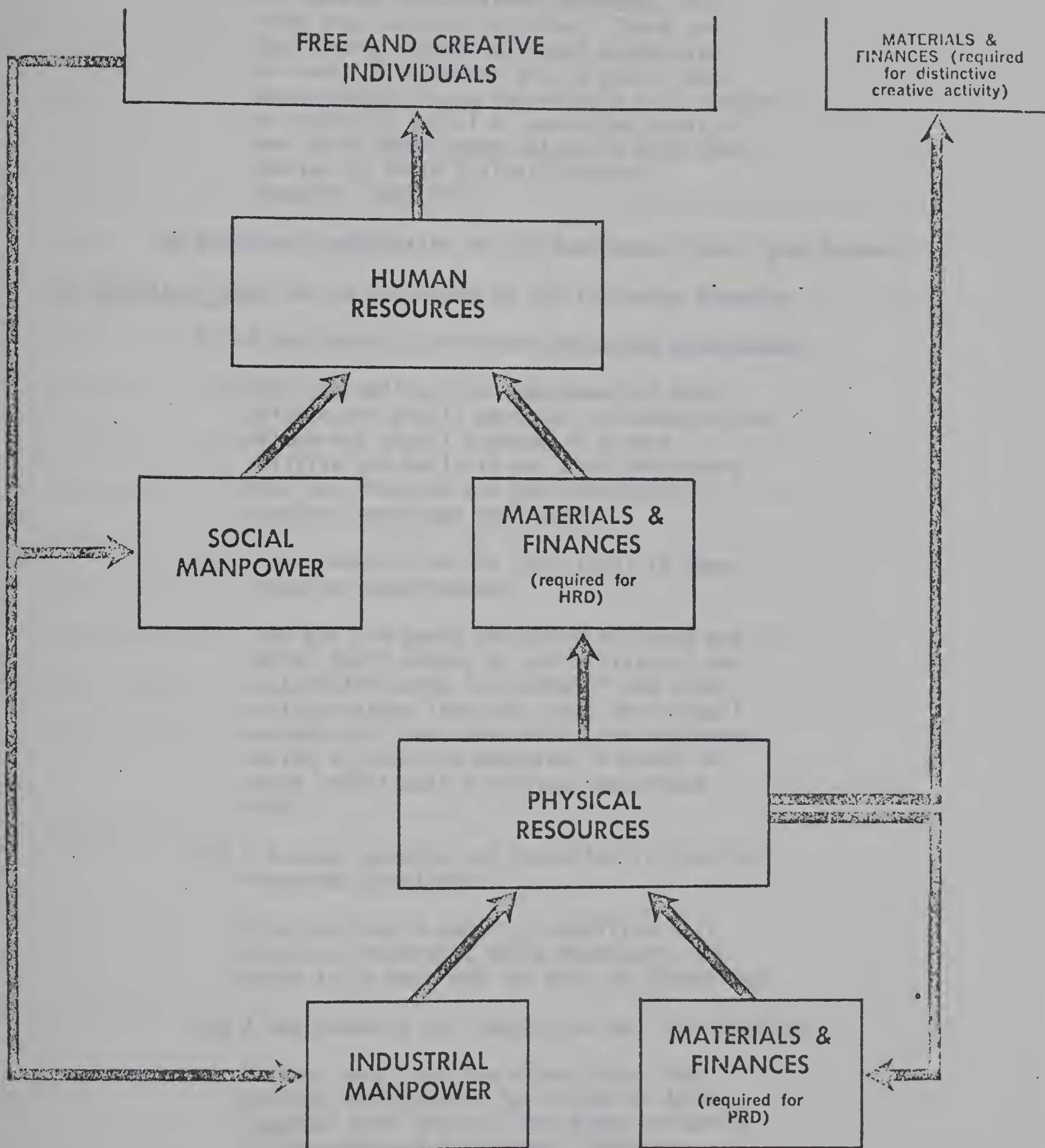


FIGURE 3

TOTAL RESOURCES DEVELOPMENT

The framework illustrates that this need not lead to occupational dead-ends for those displaced by machines. There are challenging spheres of human occupation in creative endeavors and in social manpower fields, where individuals will always be needed on a full or part-time basis to work with other human beings to help them develop to their fullest potential (Schmidt, 1969:19).

The practical application of the development model put forward by The White Paper was to be guided by the following formula:

- (1) A new priority for human resources development.

This was calling for commitment of both private and public energies to humanitarian values and social concern in a more positive and explicit way than heretofore when the Province was preoccupied with physical resources development.

- (2) A new emphasis on the individual in human resources development.

This was 'to avoid the error of those who define their utopia in collectivistic and socialistic terms (in terms of the ideal society rather than the ideal individual) and who are then committed to the implementation of coercive measures in order to force individuals into some prescribed mold.'

- (3) A broader purpose and objective in physical resources development.

This involves a public recognition that physical resources, while necessary, are means to an end, and not ends in themselves.

- (4) A new emphasis on integration and co-ordination.

Perhaps more than the other three this carries implications for action to bring together both physical and human resources in co-ordinated development (Manning, 1967:25-26).

To assist government in facilitating the fullest and most integrated development possible of human and physical resources in the province, a policy framework was prepared schematically (see Figure 4) and included in Part II of The White Paper (Manning, 1967:42).

Six major categories for policy pertaining to resources development are shown; i.e., development climate, research, materials and finances, manpower, services, and co-ordination. The latter integrates the other five, and for its implementation The Human Resources Development Authority, hereafter referred to as HRDA, was established. This schematic framework was to assist planners in observing relationships conceptually and in recognizing all essential components practically in order to facilitate coordination and integration. The chart is to be read vertically from headings at the top and horizontally from side headings to their points of intersection. Planners could then list under Human Resources Development, for example, the priorities relevant to each block and similarly in each of the other two columns.

The remaining sections of this study are given to a review and analysis of HRDA.

FIGURE 4

A POLICY FRAMEWORK FOR PHYSICAL AND HUMAN RESOURCES DEVELOPMENT

	RESOURCES DEVELOPMENT, General Policy Considerations (A)	PHYSICAL RESOURCES DEVELOPMENT, Specific Policies and Programs (B)	HUMAN RESOURCES DEVELOPMENT Specific Policies and Programs (C)
I. DEVELOPMENT CLIMATE	Development climate, general	Economic climate	Social climate
II. RESEARCH	Research, general	Research for PRD	Research for HRD
III. MATERIALS AND FINANCES	Materials and finances, general	Materials and finances for PRD	Materials and finances for HRD
IV. MANPOWER	Manpower, general	Manpower for PRD	Manpower for HRD
V. SERVICES	Services, general	Services for PRD	Services for HRD
VI. COORDINATION	Coordination, general	Coordination of PRD	Coordination of HRD

CHAPTER IV

THE HUMAN RESOURCES DEVELOPMENT AUTHORITY

The Mandate

The Act to establish the Human Resources Development Authority and by which its activities were authorized was passed in the spring legislative session of 1967. The Authority was set up to implement ideas in The White Paper and was to "develop, co-ordinate and supervise programs to develop the potential of individuals and communities" (Edmonton Journal, August 25, 1967).

The Act, reproduced on the next two pages, is a general statement, but contains powerful provisions. It authorizes powers of intervention, should this ever be necessary, in the functions of "any other Act" that relate to its own in order to achieve its co-ordination and human development objectives.

The Structure

As we have seen, provision was made in The Act for the appointment of "a director of the Authority and such other employees as are required." An amendment to the original Act provided that individuals with special skills could be engaged as needed for special projects in addition to the regular personnel, for it was not originally intended that HRDA assemble a large staff of its own. Hence, at the outset the structure of HRDA was very simple.

The Authority was established as a five member Cabinet Committee, one of whom was appointed chairman. Using a group of ministers, rather

HUMAN RESOURCES DEVELOPMENT

Appoint-
ments

4. (1) In accordance with *The Public Service Act* there may be appointed a Director of the Authority and such other employees as are required for the administration of this Act.

(2) Notwithstanding subsection (1), the Lieutenant Governor in Council may, on such terms and conditions as he prescribes, appoint or engage the services of persons in connection with specific projects being developed or implemented by the Authority.

[1967, c. 35, s. 4; 1969, c. 51, s. 2]

Duties of
Director

5. The Director of the Authority

(a) is the chief executive officer of the Authority, and

(b) shall supervise and direct the work of the Authority and the work of the officers, professional, technical and otherwise, appointed for the purposes of carrying on the work of the Authority.

[1967, c. 35, s. 4]

than just one, was a deliberate move to avoid both undue identification with any one department and undue power to one individual. It was anticipated that a group of ministers would help to establish the distinctive function of HRDA, contrasted with line departments, as well as symbolize the priority, if not the authority, that government was vesting in this co-ordinating body. The Director was directly responsible to this Cabinet Committee. The communication lines of this Authority would lead directly to Cabinet.

In a press release dated September 18, 1968, a consultative support structure of HRDA was announced. Two special groups were set up to facilitate participation by the civil service at several levels. The Joint Specialists Group, chaired by Mr. Cy McAndrews, included thirty experts in the fields of social, economic, and cultural development. This group, drawn from the Branch Head and Director levels, was to analyze proposals presented to the Authority to determine their feasibility. Concerns or proposals could be submitted by anyone or group whether politician or private citizens.

The Joint Advisory Group, chaired by Dr. E.E. Ballantyne, was composed of Deputy Ministers, who were to serve as advisors to the Authority. The Deputy Ministers appointed at that time were from the departments of Agriculture, Education, Health, Industry and Tourism, Lands and Forests, Labour, Municipal Affairs, Public Welfare and Youth. The relationship of these groups to each other and their specific functions are diagrammed in the flow chart on the next page.

The Advisory Group was to receive the analysis of any given proposal from the Joint Specialists Group. It did not, however, have the

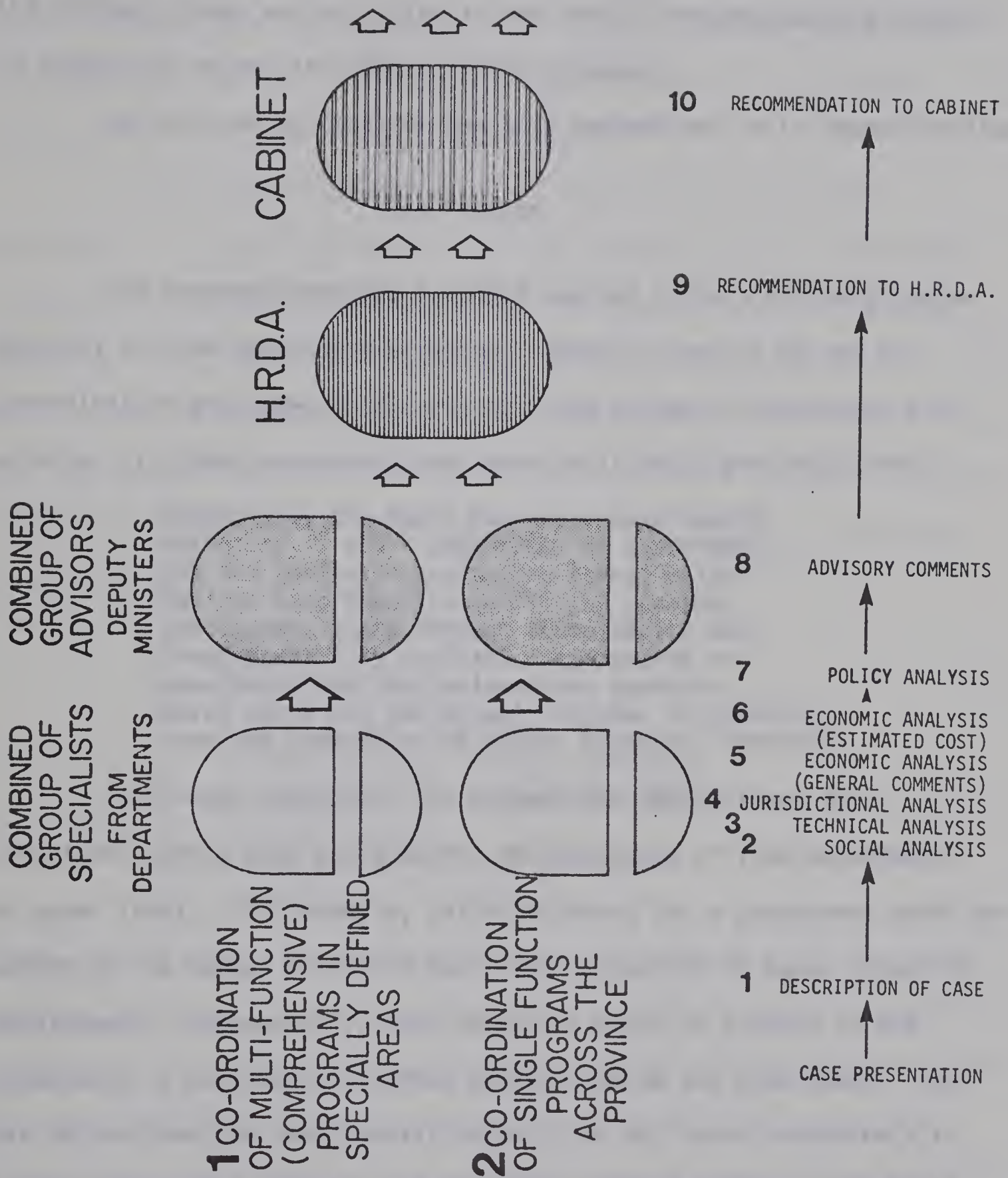


FIGURE 5

DECISION MAKING FLOW CHART

right of veto, which was reserved for elected officials, in this case, The Authority Ministers and ultimately Cabinet. But the expertise of the Advisory Group was solicited in the form of recommendations whether in support of or not in support of the proposal.

We turn now to consider how this concept was to be operationalized.

The Program

The program conceived for HRDA was not to be a delivery system parallel to line department services. Rather it was to be one of co-ordination and communication to make the system of government and services via line departments work more efficiently and effectively.

Essentially the Human Resources Development Authority is not a department of government, but the senior co-ordinating agency which designs comprehensive social and economic development plans through consultation and involvement. By contrast, departments of government are the implementing agencies which carry out the actual programs originating from the comprehensive plans (Schmidt, 1969:22).

As already indicated, the concept had implications for structural reform that would modify the functions of line departments at upper levels. For example, policy planning for a department would be guided by the common principle and larger objective of human resources development. Consequently, such decisions would be subject to the guidance of a co-ordinating group (HRDA) outside the department. This was to overcome the departmental tendency of any large bureaucracy to become preoccupied with its own functions without regard to the whole.

Because HRDA was innovative, the initial "program" was to introduce and interpret the implications of the HRDA concept to the

civil service, particularly at the Deputy Minister, Branch Head and Director levels. Somewhat later, the Joint Specialists and Advisory Groups referred to in the previous section were to be set up and their roles explained so that the Authority could perform its long range co-ordination responsibilities intelligently.

A coordinated information and decision making procedure, developed by a special consultant¹ to The Executive Council, outlined a sequence of ten analytical stages in arriving at policy and program decisions. This analytical procedure, designed to overcome blockage and distortion of information, covered the entire communication process from the time a case/concern was presented until it reached Cabinet. The ten proposed steps were to be facilitated by the use of summary assessment sheets (Appendix A) to cover the following:

1. Description of Case
2. Social Analysis
3. Technical Analysis
4. Jurisdictional Analysis
5. Economic Analysis (General Comments)
6. Economic Analysis (Estimated Costs)
7. Policy Analysis
8. Advisory Comments
9. Recommendation to HRDA Ministers
10. Recommendation to Cabinet.

Steps 1 and 9 above were to be prepared by the Director's office of HRDA, steps 2 through 7 by the Joint Specialists, step 8 by the Joint Advisory Group, and step 10 by the HRDA Ministers. For some reason this procedure was never utilized. Officials seemed to prefer the familiar ad hoc negotiations above the more open and objective alternative this provided.

¹Eric Schmidt of Westrede Institute.

The foregoing deals with the co-ordination component of the proposed HRDA program. Another aspect of the program concerned vertical communication from the private citizen. By its presence HRDA provided a channel for feedback from citizen to politician apart from both the MLA, who is often spread too thin, and the line department, a route that is often tedious, slow, and unsatisfactory because of the hazards of big organizations or bureaucracies. An alternate channel of citizen feedback was considered essential because of population growth's impossible demands on an MLA and because big government makes line department channels unsatisfactory feedback routes. Inevitably, and only sometimes inadvertently, there is screening and distortion of feedback before it reaches the decision makers.

Thus the HRDA program was intended to facilitate vertical communication from citizen to politician on the one hand, and horizontal co-ordination of line departments for better delivery of services to the citizen on the other.

The press release of September, 1968, (Appendix B) also signalled the transfer to HRDA's jurisdiction of several development projects previously administered by the ARDA Branch (Department of Agriculture) and the Community Development Branch (Department of Industry and Tourism). The projects announced included the well-known Edson and the new Slave Lake projects. Less visible were the Northeast (Census Division 12), the Metis, and the Peace River projects. The projects at former C.D. locations in Ft. Chipewyan, Ft. Vermilion, Rocky Mountain House, Ft. McMurray, Saddle Lake Indian Reserve, Blackfoot Indian Reserve, and

Edmonton City Centre were also transferred.

Approximately forty professional staff were either transferred or hired on a full time basis for the above projects, although the Slave Lake Project was the only new one. The reason for this move was announced as follows:

With the growing complexity of government services, and the persistence of many social and economic problems, there was an increasing need to ensure that programs being carried out by many government departments were being effectively co-ordinated, especially in developing areas of the province.
(Press Release, September 18, 1968).

A consequence of the foregoing announcement was that HRDA was to become involved in administering programs and hiring staff beyond what was originally intended. The following diagram suggests the program areas and administration required for HRDA projects by 1971. The Edson and Slave Lake projects had additional field staff of their own which are not indicated on this chart. More specific documentation about HRDA programs has been drawn from government files and is included in the next chapter.

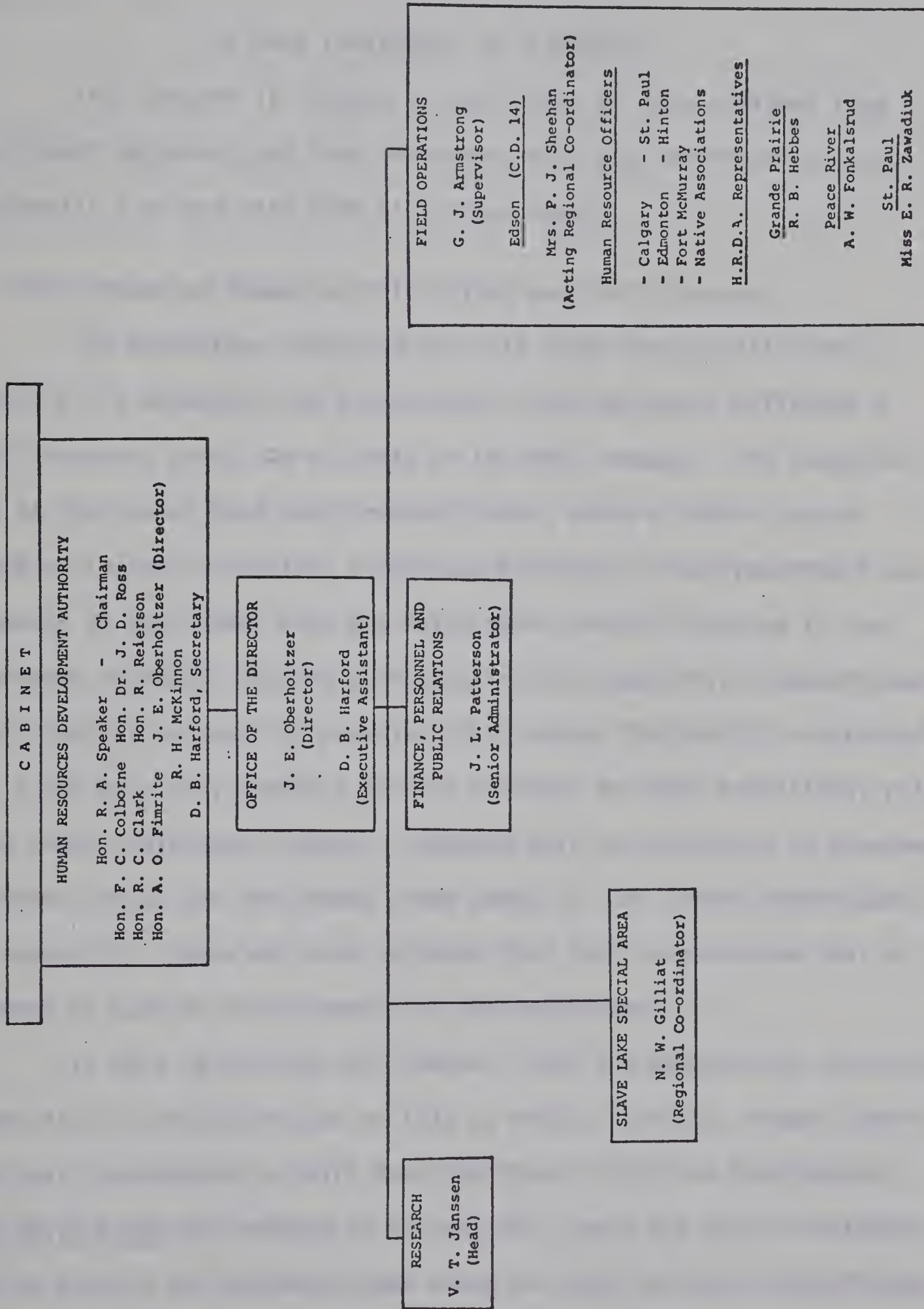


FIGURE 6

SCHEMATIC OF THE HRDA STRUCTURE

CHAPTER V

THE HRDA EXPERIENCE IN RETROSPECT

This chapter is largely a compilation of data obtained from government documents and from interviews with key informants who were personally involved with HRDA at various levels.

The Concept as Viewed by Politicians and Civil Servants

The interviews conducted for this study among politicians, senior civil servants, and professional field personnel reflected a near consensus about the validity of the HRDA concept. The exception was at the Branch Head and Director levels, where a rather strong aversion to the "Authority" figure was expressed. Some resentment was apparent at this level over not being more directly involved in the emergence of HRDA. Lacking participation and apparently misunderstanding the intent it was easy to perceive this unknown "Authority"--buttressed as it was by a very powerful Act--as a threat to their traditional roles. Even these individuals however, conceded that co-ordination in government services--which was the common theme among all the others interviewed--is essential. There was some evidence that their aversion was not to the concept as much as to the manner of implementation.

It must be pointed out, however, that the emphasis on co-ordination, identified in the interviews of 1972 as HRDA's function, indeed almost as its goal, represented a shift from the focus in 1967 on development. The White Paper had emerged in the mid-60's, when the world's attention was on poverty and underdeveloped areas and when optimism that affluent nations could change these conditions was running high. At that time

"co-ordination" was considered the means by which HRDA would pursue its development objectives. In a general sense this was still the case in 1972, but the resistance encountered as implications for structural reform began to be felt by the civil service tended to make co-ordination a goal in itself, instead of just a means. By June of 1971 an official report from the HRDA office referred to co-ordination of government services as "our prime objective" (Harford, 1971:8).

Other aspects of the HRDA concept mentioned in the interviews as strengths may be summarized in terms of emphasis and function as follows:

1. "its emphasis on people"; "humanitarian";
2. "its attempt to make human resources development the goal and physical resources the means";
3. "its alternate system of feedback from citizen to politician and within the government system itself";
4. "a tool to make the system work better"; "to improve the expression of democracy";
5. "a development facilitator for the disadvantaged";
6. "to facilitate development, but not to implement";
7. "its concern with objectives and climate";
8. "its concern with gaps and overlaps in government services."

While both supporters and nonsupporters of HRDA frequently criticized the manner of implementation, scarcely anyone challenged the concept itself. The remark closest to such a criticism was the suggestion that the HRDA concept was too broad to identify with. However,

another observed that, like motherhood, it was impossible to disagree with it.

Senator E.C. Manning, who as Premier introduced The White Paper on Human Resources Development in 1967, traced the birth of the HRDA concept to a shift in emphasis in Canada from the development of a young country's vast physical resources to a concern for people. As Mr. Manning pointed out, physical versus human resource development is not an either/or proposition, but he referred to a "detectable change in attitude," particularly among the young about priorities.

Mr. Manning acknowledged that some of this change in emphasis has been fostered by socialistic tendencies within the country, but he was concerned about the "progressive regimentation and growing bureaucracies" that were a consequence of increased socialism. He said that while some "immediate, apparent gains" can be achieved in this way, it "exacts a heavy price in lost initiative and individuality" and frequently frustrates the contribution that free enterprise can make.

The HRDA experiment was designed to introduce in Alberta an agency which by its presence would symbolize a shift in emphasis to human resources development and by its structure would facilitate individual initiative and co-ordination of government services. The ideal was to make government services and physical resources development by the private sector subservient to the higher goal of human resources development; i.e., a "higher quality of life" for all Albertans, regardless of their political leanings.

The philosophical question behind the HRDA concept with which Manning and his assistants wrestled was "what kind of society do you

wish?" Two broad alternatives were distinguished. One possibility was a society in which planners provide a blueprint and government directs its services to follow it, sometimes with an element of coercion and little or no feedback from the people effected. In the second alternative, government recognizes the importance of individuality and democratic participation by its citizens and seeks to provide an environment or climate in which this can effectively occur (E.C. Manning, July 4, 1972: private interview). HRDA opted in principle for the second alternative which is reflected in the next section by the working objectives outlined by Premier Manning to The Authority ministers in 1967.

The Working Objectives of HRDA

The working goals of HRDA were outlined by then Premier Manning in the introductory meeting with his Authority Ministers: (Minutes, Meeting #1 Council Chambers, July 19, 1967).

- I. Not an administrative body
 Supervisory and co-ordinating
 Will deal with overall objectives.
 First requirement, complete inventory of present programs dealing with Human Resources Development in all Departments. 4 volumes now available. More may need to be added.
 Programs can be divided into two groups:
 - (1) Well established programs
 - (2) New and experimental programs.
- II. Two things need to be pinpointed:
 - (a) Programs where there are areas of overlapping -
 - i. between programs within a Department
 - ii. between Departments.
 - (b) Discover the areas of inadequacy -
 - i. within program itself
 - ii. between programs
 - iii. between Departments.

- III. Checking of programs for consistencies according to the principles as outlined in the White Paper.
- IV. Convey to all Departments that when developing programs or revising them, they check if program is in line with policies outlined in the White Paper. This will particularly apply to Ministers and senior officials of a Department.
- V. Human Resources Authority will play an important role in determining if the program in part or in the aggregate fulfils its intended purpose. It was suggested that the Advisory Council, made up of roughly 25 people chosen from all walks of life, would become the sounding board for all new programs that are to be initiated and on any existing programs that may be brought to its attention.

There are three prerequisites to be applied to all programs:

- (1) Economics of programs or cost analysis of all projects to determine if we are getting dollar value.
- (2) Necessary research to properly assess programs.
- (3) Employment of the systems approach.

In the following section a crack begins to show between the foregoing working objectives and what HRDA itself recorded as its achievements.

The Achievements

Government Files

A perception of achievements from the Director's office of HRDA as prepared by his assistant are documented in a summary report of June, 1971 (see Appendix C). Highlighted as areas of major accomplishment are government co-ordination, native affairs, and regional co-ordination.

Government co-ordination includes:

- 1. Participation by HRDA staff on various interdepartmental committees;

2. Assisting other provincial departments, agencies, and levels of government on specific assignments related to human resource development;
3. Funding and hiring consulting firms preliminary to major governmental reorganizations and restructuring; i.e., consolidation of Health and Social Development departments;
4. Arranging citizens' conferences in major centres of Alberta to facilitate private sector participation in various human resources programs.

Native affairs calls attention to the increased rapport between government and Albertans of native ancestry because the HRDA office provided a channel of communication in which native problems were understood. "It's more an attitude of mind than an amount of money," the Director is quoted as saying. However, direct funding of native organizations and projects was also involved.

Regional co-ordination refers to the Lesser Slave Lake Development Project, which was undertaken in response to a citizens' group organized as The Lesser Slave Lake Development Association. This body represented twenty-six communities, and their "prime objective was to secure government assistance in combatting the pressing socio-economic problems that were manifest in the region" (Harford, 1971:5). See Appendix C.

Considerable progress has been made in co-ordinating government services and in attracting the private sector to establish industry in the Slave Lake region. Special efforts have been made to provide support programs of adult training, improved housing, roads, etc.--

summarized as infra-structure--to insure that local residents can participate in the development. Funding has been arranged through the Federal Industrial Incentive scheme that applies to "Special Areas" and through some joint cost-sharing federal/provincial schemes.

To facilitate co-ordination of senior government services for the Slave Lake area, a special co-ordinating group under R.H. McKinnon was set up in July, 1970. The purpose was:

1. To ensure co-ordinated government activity in the area.
2. To use the experience of specialists in all departments to avoid difficulties and solve problems that may arise.
3. To provide a forum for the exchange of information between departments of government, private developers, and other jurisdictions serving in the area (See Appendix D for sample letter of July 23, 1970, which was sent to all Deputy Ministers by the HRDA Chairman, R.A. Speaker).

Two additional achievements are mentioned in the concluding summary of the report documented above. The HRDA vehicle provided any citizen of Alberta with direct access to the highest level of government, and the HRDA presence fostered a greater sensitivity and responsiveness within government agencies to the needs and aspirations of Albertans everywhere, especially the disadvantaged.

Interviews

Understandably, the persons included in the interview cross section were not all as complimentary about HRDA's achievements as the foregoing document from the HRDA office. Not all viewed HRDA from the same perspective. Responses varied from "don't know of any achievements" by one at the Director level to cautious recognition of progress

achieved in the co-ordination function. This was mentioned by all but two or three of those interviewed, whether Cabinet Minister, senior civil servant, or field practitioner. The achievements mentioned by the respondents may be categorized as follows:

1. Co-ordination with government; techniques developed:

At senior levels--See Appendix E for copy of letter from Director of HRDA to all Deputy Ministers on September 11, 1967. This marked a beginning. A year later The Joint Advisory Group of Deputies was appointed, and nearly two years later regular monthly meetings of Deputies were achieved.

At the regional level--The Grande Cache and The Lesser Slave Lake Developments were cited as examples. In the former monthly co-ordination meetings were held in Edmonton to which each government department involved at Grande Cache sent a representative to meet together with representatives from the town and the mine. These sessions, which served as co-ordinated planning and trouble shooting meetings, proved effective.

In the Slave Lake situation a regional co-ordinator was appointed to serve as catalyst to bring all government and relevant private agencies together on a common development objective for the region. See sample of letter sent to Deputy Ministers July 23, 1970, by R.A. Speaker in Appendix D.

2. Native development:

"Communication and relationship between government and native settlements and organizations were greatly enhanced"; "the climate was improved; it became more human."

"Albertans generally became much more aware of the needs among native peoples of the province."

Opportunities for training and employment were decidedly improved.

3. Innovation and flexibility:

HRDA dared to review policies that proved rigid and sometimes oppressive; i.e., the Green Zone Policy of the Department of Lands and Forests.

HRDA tackled complex problems like the native situation or co-ordination of government services across departmental lines.

HRDA initiated new ventures, sometimes experimentally; i.e., The Women's Shelter; Native Driver Training; special research efforts like Adult Education and Cultural Headstart; and preparation of an inventory of government committees to determine gaps and overlaps.

"made democracy work better."

"provided opportunity to participate and to be listened to."

4. Government awareness expanded:

Of human concerns and needs within the province.

Of needs for co-ordination within the government delivery system. "More officials talk and think co-ordination" (from Cabinet level). "More co-ordination occurs informally because civil servants meet more often with their counterparts in other departments" (from the Director level).

"By negative example of how not to introduce change, HRDA is a lesson in organizational behavior." Reference here (from the Director level) is to the manner in which HRDA was introduced to the civil service.

"Provided a challenge to the system."

"That development takes time; not achieved by big money alone."

The Difficulties

Government Files

According to a first year assessment of its operations in July of 1968, HRDA had encountered serious difficulties almost from its beginning and had nearly folded in December of 1967 because of an administrative struggle in Cabinet. See Appendix F:

The progress of the Authority came almost to a halt in November and December of last year. The 'administrative' function of HRDA was challenged and set aside. The terms 'task force' and 'Regional Coordinator' were strongly opposed. Suggested budget and personnel requirements were almost entirely eliminated. Since that time the opportunity for full Cabinet discussion has been difficult to arrange. It is not realistic to expect increased accomplishments unless there

are some changes in the above circumstances (Oberholtzer, 1968:1).

The same document went on to make six recommendations "for more effective operation in the future," four of which reflect some lack of unanimity at The Cabinet level with respect to HRDA priority and authority. These four were:

Clarification of the terms "administrative" and "supervisory" as applied to HRDA functions.

An agreement by Cabinet that on a given project additional staff may be seconded from other departments for a period of time.

Agreement by Cabinet on the need for project coordinators with authority to coordinate.

Recognition by Ministers of the priority of importance of HRDA meetings over routine departmental matters (Oberholtzer, 1968:2).

One of the other recommendations implies that difficulty had been encountered in obtaining funds for HRDA's use, but it is not clear whether this reflected a lack of Cabinet commitment to the HRDA concept or a philosophical difference of perspective; i.e., that, HRDA should not become involved in the administration of programs. The latter certainly became a concern as time went on, as is reflected in the interviews that follow.

Interviews

The difficulties of HRDA as perceived at different levels are summarized accordingly.

1. The Director's view:

"Lacked full support of government--
estimated 75% of Ministers
60-65% of Deputies
50% or less of Directors;

Inadequate communication of the concept;
 Aims and objectives never clearly articulated;
 Programs imposed on HRDA that did not fit elsewhere;
 Becoming involved in administration detracted from co-ordination;
 Vulnerable when money became tight;
 Chairman of HRDA too busy; could not give full time attention due to responsibility for a department;
 Resistance within the civil service."

2. Cabinet Ministers' views:

"Concept poorly understood by Cabinet;
 HRDA never fully supported by Cabinet;
 a. some felt it would weaken government
 b. some felt personally threatened;
 Commitment waned among supporters in Cabinet;
 Need for feedback not fully appreciated;
 HRDA poorly introduced;
 Director hired to do what Cabinet was not wholly prepared to support;
 HRDA developed an 'Indian Agency' image;
 Horizontal co-ordination of departments accustomed to independence--problem apparent mainly at levels below deputies;
 C.D. stigma;
 Power image of HRDA a threat to some civil servants;
 Duplicated function of MLA:
 Advisory system of HRDA appeared cumbersome and extra to existing channels and routines;
 HRRC helped spoil image for HRDA;
 No mechanism established to deal with gaps and overlaps in government;
 Joint Specialists and Advisory Groups never officially sanctioned by Cabinet or HRDA Chairman;
 HRDA became busy piecemealing for lack of clear direction or goals;
 Clear vision of co-ordination possibilities lacking at Director level."

3. Directors' and Branch Heads' views:

"Cabinet ambivalence; reluctance to make decisions;
 Only partial Cabinet support;
 Power image--the Act was threat to line

departments;
 Too little feedback to Ministers;
 Poor communication to Civil Servants re:
 HRDA role;
 C.D. stigma;
 Chairmanship changes;
 HRDA usurped decision making role that
 belonged to departments;
 Fanfare built false expectations among the
 public for services, among government
 departments for funds;
 Personality and status of key people became
 problem;
 HRDA Ministers never had enough time to deal
 with Joint Specialists' decisions, nor was
 this group ever taken seriously;
 Too much sociology;
 Director not clear; unable to define HRDA
 concept;
 Fragmentation of authority; no one knew what
 he was doing;
 Neither Premier nor Minister ever met with the
 Joint Specialists group to sanction or explain
 the HRDA concept;
 Never clear re: policy or finances;
 Superhuman undertaking with 'pretty
 rotten staff';
 Operational mechanism lacking follow-through
 on what inventory index revealed."

4. Field personnel's views:

"Cabinet appeared to lack commitment to the
 concept;
 Resistance within line departments;
 Director not tough enough;
 Civil servants in line departments not
 sufficiently involved at early stages;
 Job descriptions not clear;
 Creative, innovative expertise seemed
 lacking on an administrative level;
 Confusion between programming and co-
 ordination;
 Institutional lag when community made a
 decision;
 Poor communication both internally and
 for public relations;
 Staff morale low since 1969, esprit de
 corps lacking;
 Leadership lacking."

Several persons who participated in preparing The White Paper were also asked to identify difficulties as they had observed developments. A summary combining these findings follows:

"Ambivalence of Authority Ministers;
 Inadequate understanding of the concept;
 Transfer of leadership so soon after The White Paper was introduced;
 Sovereignty of departmental system led to resistance and hostility toward HRDA's innovativeness;
 Failure to distinguish between long-range goals and step by step implementation;
 Authority Ministers not free from identification with their Departments;
 Cross impact of other groups and movements in government;
 Decision making never formalized;
 Programmers (ARDA) brought into HRDA tended to confuse HRDA's mandate;
 Youth of the Premier's advisors not acceptable to some career civil servants;
 HRDA was never made major policy of government; hence, HRDA became competitive with line departments and resulted in "piecemealing," instead of being the major thrust of government."

Recommendations by Interview Respondents

Because the recommendations issue from the experiences of those involved with HRDA at various levels, the categories used in previous sections are appropriate here as well. Respondents were encouraged to include what they would do differently or regard as necessary were a HRDA-like agency to begin again. Both the source and the repetition of certain recommendations add to their significance.

From the Director:

"Must have full Cabinet support
 Should have full-time, strong, dedicated Minister as chairman
 Require clear statement of aims and objectives

Full co-operation from line departments is essential

Procedures must be flexible

A mobile task force for problem areas

Balanced attention to disadvantaged and to Albertans generally."

From Cabinet Ministers who for a period of time served as HRDA Chairman:

"Must have top priority attention and full support of Cabinet

Must remain nonpolitical

Must include mechanism for feedback from the field

Development, not politics, must be the integrating factor

Structure must remain flexible

Concept must be clear and alive at all levels

A senior Cabinet with four divisions;

i.e., social, physical, resources, finance, and justice, to function as the HRDA

The Premier should serve as chairman through the initial innovative phase to insure that top priority is given to needed changes

A senior planning group including the Budget Bureau, personnel, and publicity expertise

A computerized Inventory Index

Insure clarity re: decision making responsibility."

From other Cabinet Ministers:

"Full Cabinet support necessary

Budget time co-ordination

Regular interdepartmental meetings of persons with Ministerial assignment to specific duties on the committee

Human resources development is the job of the Department of Social Development; no new body needed.

Get rid of HRDA; it's been tried and failed

Let the sounding board function be carried by existing departments."

From the Director and Branch Head levels:

"Full support by Cabinet is primary

Clear communication to the line department levels re: policy

More aggressive leadership
 A mechanism for making decisions including tough decisions
 Should stay out of program administration
 A secretariat as expeditors only without authority or funds; and with co-ordination done by line departments
 Emphasize role of facilitating, promoting awareness of options, and providing temporary support for new organizations until ready to make own decisions
 Brains of Joint Specialists Groups should be recognized, not just the community
 Jurisdictional gaps and overlaps must be overcome
 A county/regional system of government would be well advised
 More attention must be given to objectives, then provide the appropriate structure, personnel, and plan to meet the objectives
 Eliminate the Authority image if serious about co-ordination. Co-ordination not achieved by edict, but by involved participation."

From field personnel:

"Full commitment at the top (Cabinet), not just willingness
 A field service unit from the Premier's office
 'Rewards' for positive innovation
 A multidisciplinary vehicle to make government's response congruent with the community's problem
 A co-ordinating/planning commission answering directly to Executive Council
 Divide province into regions with a co-ordinator in each for information and feedback re: needs and priorities
 C.D. should have separate, but co-ordinated existence
 Tough director in initial stage to effect necessary changes
 Prior involvement and consultation with line department personnel
 Regional advisory groups needed
 More attention to field staff morale and staff development."

From those who prepared The White Paper:

"Begin with a 'First Principles for Albertans'

promotion: to include a review of Alberta's history, provincewide communication, enlistment of both the private sector and state, and interpretation to the civil service

More aggressive implementation

More care in personnel selection for specific functions

Structural revisions needed; i.e., a senior cabinet

Must distinguish between conceptual goals and day-to-day implementation

Government must have flexible mechanism to respond in integrated manner analagous to the community's problem; the response must not be predetermined by the limits of a department

Follow-through with mechanism to deal with gaps and overlaps."¹

¹ The quotations used in this chapter have not been footnoted due to the fact that some respondents did not wish to be identified. See the Bibliography, p. 85, for a list of the key informants.

CHAPTER VI

A SUMMARY ANALYSIS OF HRDA

The Philosophy

The Human Resources Development Authority was based on a philosophical orientation that places human resources above physical resources, and that regarded people having opportunity to participate in a free enterprise society as being more desirable than a state regimented society. It was stated explicitly in The White Paper and confirmed personally by Senator Manning (E.C. Manning, July 4, 1972: private interview) that HRDA was to be committed to people and their development first, and that physical resources were to be utilized for that objective.

The supreme objective in developing the physical resources of a nation should be to make possible the full and free development of the human resources of that nation (Manning, 1967:18).

This philosophy has been reinforced recently by other writers on development:

The myopic preoccupation with production and material investment has diverted our attention from the more urgent questions of how we are employing our resources and, in particular, from the greater need and opportunity for investing in persons (Galbraith, 1958:257).

If a country is unable to develop its human resources, it can develop little else The most valuable of all capital is that invested in human beings (Harbison & Meyers, 1962:1-14).

Although development can be studied as an economic, political, educational or social phenomenon, its ultimate goals are those of existence itself; to provide all men with the opportunity to live full human lives (Goulet, 1971:Preface).

Practically speaking, the HRDA concept appears viable because it reckons with the hazards of big government and provides a channel for more communication and coordination both within the government structure and between that structure and the community. The need to foster processes of cooperative behavior and intercommunication grows as the system grows, lest each department becomes preoccupied with its own concerns without relating them to the whole and lest human fulfillment and creativity be stifled in the community.

Theoretically then, the HRDA philosophy appears sound because of its support by prominent authorities on development. More important, HRDA has practical viability because it provides alternate channels for human participation and communication in a society and its government at a time when the growth of populations and bureaucracies is stifling the effectiveness of traditional channels.

The Legislation

The enabling legislation for HRDA was designed to translate the philosophy of The White Paper into action. It was a bold step in terms of the powers it authorized and because of the implications it carried for structural reform in a burgeoning government system. The resistance that developed within the civil service at senior levels should have surprised no one; this was a symptom of the condition for which HRDA was to provide treatment in the first place.

As government systems grow, departments within them tend to operate more and more autonomously with little communication between them unless unifying first principles are recognized and mechanisms established for overall planning and coordination. Traditionally in Alberta each department possessed considerable planning and policy making autonomy.

The threat created by the HRDA legislation of someone--some outside authority,--assuming these powers became menacing. This problem appears to have been accentuated because the HRDA concept and its goals were never directly communicated to this level of the civil service either by the premier or by anyone from the cabinet. Had this been done, perhaps the need for integrated, coordinated planning with an overall perspective would have been understood and supported.

The feedback from interviews indicated that there was confusion about the concept, uncertainty about the goals, and resentment about not being properly informed or involved at the beginning. The Joint Specialists Group, established to enlist the expertise from this level, was not set up until at least a year later and even then was never given official sanction except by a press release (Appendix B). It actually handled few proposals and by 1970 had disbanded as unofficially as it was set up, but this time without a press release.

Concerning the supervisory function articulated in the Act under 3(1), it is possible that this should not have been included in the legislation unless clarified. In retrospect it seems clear that HRDA's potential effectiveness in a coordinative role was seriously jeopardized

when it became involved in the administration of programs. It is relevant to note that the Director of HRDA, in his first year's assessment, requested clarification on this point (Appendix F). There is no evidence that this was ever given, but there is evidence that the problem grew as time went on.

The Structure

As we have seen, HRDA's structure at the outset was simple and distinct from line department structures because its intended function was distinctive. The structure, with its facility for an alternate channel of communication between citizens and elected officials and for intervention horizontally between departments, would inevitably introduce tension.

The tension would arise over the implications for structural reform in the larger system. If HRDA succeeded, such reform would occur; if not, HRDA would gradually be pressed into the mold of the larger system. To a great extent, the latter is what occurred. As HRDA became involved in the administration of projects--i.e., similar in function to line departments--it was forced to assemble staff to carry out those functions.

Factors pointed up by interview respondents provide clues as to how and why this occurred.

1. Cabinet was not united on going through with the changes required.
2. Departmental resistance tended to force HRDA to take on projects, which then got HRDA involved in administration.

3. Once the precedent was set, HRDA became vulnerable to many projects that did not fit neatly into line departments.
4. Consequently, HRDA was having progressively less time for its primary role of coordinating and facilitating, and was also becoming less qualified for this role as it became more like a line department.
5. The end result: an evolution of structure to handle administration. This was necessitated in part by HRDA's alienated position, whatever the causes, from certain line departments.

It must be noted that on occasion Authority Ministers expressed some concern about HRDA's growing involvement in administration. This concern became explicit in a HRDA meeting on July 23, 1969 (Appendix G), but unfortunately the Director was not present because of illness. Minutes of the next meeting, August 13, do not reflect any serious follow-up on this matter. By the next meeting, September 2, 1969, a change in chairmanship of HRDA had taken place and the concern about coordination vs. administration and its implications for structure was effectively tabled indefinitely.

Later evidence indicates that not much changed, and by August 25, 1970 (HRDA minutes), additional administrative staff was added for financial and personnel matters to bring the HRDA structure to that diagrammed in Figure 6.

From both interviews and HRDA minutes, it is apparent that the

support structure of the Joint Advisory and Joint Specialists Groups was never officially sanctioned by cabinet nor effectively implemented. It appears that the lack of cabinet support may have occurred more by default than by any deliberate withholding, although this is not clear from available evidence.

The chairman of the Joint Specialists Group was involved in a HRDA meeting on September 17, 1969 and was to return to the next half-day HRDA meeting to present a matrix that would enable the ministers to define priorities by geographic areas as well as by programs. Here again follow-up faltered in that the next half-day meeting did not occur for two months (November 13, 1969); this matter was not on the agenda, nor was it picked up subsequently.

The Personnel

It would be unfair to suggest that the problems encountered by HRDA were due entirely or even primarily to the personnel involved. Evidence already documented indicates that there were strong outside forces. But it would be naive to maintain that personnel was not one of the factors.

In retrospect three steps with respect to personnel would seem advisable in this kind of undertaking:

1. That the Cabinet committee be chaired by the Premier himself, at least during the introductory phase, to insure that top priority and status be given to the changes required for integrated, coordinated planning and policy decisions;

2. That the Director's post be filled by someone without long time affiliation, social relationships, and orientation within the same civil service, particularly for the initial phase when some decisive actions are necessary to establish new patterns.
3. That personnel at all levels, including field personnel, be selected carefully on the basis of qualifications--i.e., experience, training, and aptitude--and on the basis of clearly defined goals for the agency. This would contrast with the accumulation of personnel by "inheritance", as was the case when other programs were taken on by HRDA.

It must be mentioned in this connection that the prominent role played by young consultants in the preparation of The White Paper and in the launching of The Human Resources Development Authority was viewed dimly by some senior civil servants and even cabinet ministers. A former cabinet minister documents his feelings, though slightly veiled, in a recent book. (Hooke, 1971: 216-218,255). Both he and several interview respondents for this study referred to "the young sociologists" with less than enthusiastic endorsement.

One may safely assume that this factor, with the corresponding non-involvement by planners within the civil service, tended to limit both their understanding of the concept and their support for its implementation. The competence of "the young sociologists" is not at issue here, but how they were utilized and when and why was very much an issue with the critics at several levels of government.

We turn now to consider the relevance of community development principles for innovation within government structures.

CHAPTER VII

COMMUNITY DEVELOPMENT PRINCIPLES AND HRDA

It has been generally assumed that Community Development has to do with motivating unorganized communities that are at the poverty end of the economic continuum. Traditionally this has been the case including the Alberta program which was documented earlier in this study (page 26). But principles have begun to emerge which have much wider application and are relevant within the government "community" as well. In this chapter some of these emerging principles will be listed after making some general observations about Community Development and clarifying what this writer regards as C.D.'s philosophical foundation.

General Observations

Confusion about Community Development has persisted because various interests have taken this general term and used it for distinctly separate meanings. Each in turn has conceptualized a part for the whole not fully appreciating that his specialty is but one attribute of the whole (e.g., much as the proverbial blind Hindus who described the elephant).

It has been confusing for example, to refer to a technique (social animation), and to a type of activity (extension programs), and sometimes to the objective (human development), as though each in itself were Community Development. It is true that C.D. included all of these but it is more satisfactory to regard C.D. as a process which will have different foci at progressive stages of growth in a community. The necessary starting point in the continuum may vary between communities depending on

the level of experience and aspiration in each. But a fundamental principle of C.D. is to begin where people are. It has been a prevalent tendency of government to provide programs, based on general society values. The society may start in stage six of a local community's development continuum when in fact that community is still at stage one. To disregard the reality of such a continuum is to make failure predictable.

Where apathy prevails and organization is lacking C.D. will begin with social animation. This involves motivation for and assistance in organizing for the pursuit of a variety of aspirations according to priorities arrived at together, i.e., government and the people. In many cases C.D. will have an economic component or objective, and in nearly all cases effective linkage with resources outside the community--both government and private--will need to be cultivated. In all of this the goal of human development must be kept in view lest the means become an end in themselves.

The Philosophical Foundation

The essential perspective of C.D., i.e., its viewpoint about people, is reflected in the four C.D. assumptions given on page 27. The practical implications for government or any service agency may be sharpened by restating this philosophical viewpoint as follows.

1. that people have the ability to make good judgments if they have good information;
2. that people can make good decisions if, with good information, they have "bite size" opportunities within reasonable reach;

3. that people desire, and will seek improvement of their situation if "the cards" are not perceived as hopelessly stacked against them;
4. that people have a fundamental right to be involved in patterns that effect their lives.

In the contemporary "Industrial State"¹ system each of the above tends to be inadvertantly violated if the system itself does not make explicit provision to prevent it, as by some type of C.D. or human development emphasis. The availability of "good information" or "bite size opportunities," the stacking of "the cards," and citizen participation are either fostered or frustrated depending on the policies of the government in power.

Principles of C.D.

We turn now to summarize six emerging C.D. principles based on ten international case studies, 15 years of personal field experience by this writer, and the corroboration of other research (Pomerleau, 1969:95). While these principles are derived from community work in a variety of settings it is apparent now in the context of the HRDA experience that they have broader relevance.

1. Success is more likely where process precedes program. Community organization implies a process leading up to it. Where this is lacking, social animation to organize is imperative before community projects can be expected to succeed.

¹ Concept popularized by J.K. Galbraith in his book by that title.

Example: Experiment among the Papago Indians.
(Spicer, 1952:209-223).

2. Social change programs are more likely to succeed if designed to satisfy felt, unmet needs in the community.

Example: The Vicos Project, which began by asking Indians what they wanted to do; they responded rapidly to the challenge of planning and working out their own future. (Niehoff, 1966:58-67).

3. Success may be expected to the extent that the community is involved in initial planning.

Example: The Tur'an Agricultural Project. First an informal visit was made to the area, followed by extensive visiting in homes; every effort was made to involve locals in decisions, in local policies etc. (Niehoff, 1966:165-174).

4. Successful C.D. programs are characterized by effective communication channels and other linkages with the larger society and/or the sponsoring agency.

Examples: Nilokheri, "The tower has no place in a democracy"--emphasizing that no community is an island; each is linked economically and in other ways with the larger context (Nilokheri, 1962:59-88).

Vicos Project: "Organized changes that are instituted at a village level, but which are never built into national (or provincial) structures have little chance for survival in the long run." (Niehoff, 1966:58-67).

5. Successful C.D. Programs cannot be expected in the absence of effective administration, but must not exceed the local requirements.

Negative Example: Chorin, Brazil

The administration set up to conduct the projects was top heavy, meaningless, and ineffective locally.

The organizational structure began at the wrong end--outside the community! (Niehoff, 1966:78-90).

6. Confidence by the practitioner in the client and by the client community in themselves is essential for effective community change.

Example: The Vicos Project "The difference between people who do (build their communities) and people who don't is a matter of attitude and social organization."

--therefore in peasant communities build new attitudes and new organizations (Niehoff, 1966:58-67).

The Civil Service and HRDA

The foregoing principles were derived from community contexts. Nevertheless they are relevant to the HRDA experience and help to clarify why the HRDA program is on its way out despite general agreement that its concept is essentially sound. It may be helpful to think of the Civil Service as a "community" which is in fact better organized than many a community in which C.D. operates, and their expectations concerning involvement tend to be greater. Consider these factors:

1. For many Civil Servants HRDA was an imposed program in which they were not involved; hence the need for HRDA was not felt. They had not participated in identifying the problems characteristics of large government organizations which HRDA was to deal with.
2. Communication and understanding about HRDA was lacking at the beginning and little was done to overcome thus the resulting gap created many fears and hostilities. Process had not preceded program.
3. Linkages and relationships with existing government structures were not adequately clarified. Much confusion existed about the role and operating procedures of HRDA. It was a vague, unknown force with awesome powers.
4. The HRDA structure that developed, and to some extent the administration were not appropriate for implementing the original concept. Consequently, HRDA remained a point of confusion for many civil servants.
5. Confidence declined internally between cabinet and the HRDA administration and vice versa. HRDA field personnel also lost confidence in both the cabinet and their own administration. Other civil servants were sensitive to this.

Civil servants, even more than unorganized communities, expect to participate in matters that effect their lives, i.e., their roles. They

resent it if the opportunity is not accorded them. Not all civil servants felt this way about HRDA, but those directly effected certainly did. This is little different than the feeling of people in a typical community when government suddenly intervenes in their lives.

Resistance to change is not new; neither is the tendency of expert planners to ignore the client--for efficiency's sake--until the plan is ready. After all, what can the layman add that the expert lacks, and how can the additional cost in time be justified? The very simple answer on both counts is that the layman can add his "participation." The resulting sense of participation becomes crucial when he is to be involved in program implementation. The additional time cost in planning is more than repaid in the implementation phase.

The failure of planners to work collaboratively with those for whom they plan contributes to . . . mistrust of the highly trained, academically grounded expert. Under the most benign circumstances, the client may be skeptical of the planners recommendations. Given any real threat to livelihood or position, or given any feared reduction in integrity, clients' skepticism may be replaced by mistrust of planners' motives and open hostility towards them (Klein in Bennis 1969:501).

More need hardly be said than that already illustrated by the HRDA experience. The very important role of the trained expert is not in question, but the HRDA experience and documentation elsewhere emphasizes that his usefulness could be greatly enhanced by a recognition of the client and of the importance of his participation in early stages of planning. This is no less true for government departments than for depressed communities.

We have seen then that Community Development principles are based on a philosophy about people that a human resources development agency should not find alien. However, we have also seen demonstrated that regardless of how noble the objectives of planners, if people to be effected--whether as participants in the delivery system or as recipients of the service--have not been informed and involved in early stages, the scheme becomes exceedingly vulnerable.

We must not conclude cynically that noble objectives are useless because of the requirements and the politics of agencies necessary to carry them out. Men of courage will begin again and should be made considerably wiser by the HRDA experience. Only men who will not learn from the past are condemned to repeat it.

CHAPTER VIII

CONCLUSION

The hazards of big government remain. Whether HRDA remains or not has not been the concern of this thesis, but it has become inescapably clear that the problems HRDA was set up to tackle will persist and taunt government and society regardless of what political party is in power. If the people and the administrative trustees of this province are concerned most of all with human development, then some means/mechanism must be devised and maintained to facilitate the use of all its systems and resources toward realizing that unifying objective.

The job to be done at government level is not unlike the role of the Community Development Officer at the community level, and the hazards are similar. Both are vulnerable to becoming preoccupied,--then fully occupied--with piecemeal projects. This possibility is seductive because it is visible, and the results are more immediate; but it precludes both the time and the qualification for an overall perspective and the less visible facilitating and coordinating roles that are so essential.

The special role indicated cannot be carried out by a line department because of limited perspective and functions or by a Cabinet minister because of time constraints and political self-interest. HRDA embodied one way of carrying out this role, but demonstrated how it should not be done. If the objective of human resources development is valid, then a means must be found to make democracy work in today's society despite the hazards of large populations and big government. The HRDA experience is instructive as much in its limitations as in its successes.

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APPENDICES



Ministry of Education and Higher Education
National Development Authority

Case Presentation Form

Form No: 10000000000000000000

Date of Submission: / /

Page No: /

Signature: _____

APPENDIX A

1. Ministry of Education and Higher Education

2. National Development Authority

3. Ministry of Health

4. Ministry of Justice

5. Ministry of Culture and Tourism

6. Ministry of Environment, Urbanization and Climate Change

7. Ministry of Agriculture and Forestry

8. Ministry of Industry and Trade

9. Ministry of Transportation

10. Ministry of Energy



**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

CASE PRESENTATION

Date of Submission

Title of Case or Project

Case Number

Applicant Group

Address

Telephone

Representatives

Background of Applicant Group

Outline

- | | |
|---|--|
| 1. Description of Case | 6. Economic Analysis (Estimated Costs) |
| 2. Social Analysis | 7. Policy Analysis |
| 3. Technical Analysis | 8. Advisory Comments |
| 4. Jurisdictional Analysis | 9. Recommendation to HRDA |
| 5. Economic Analysis (General Comments) | 10. Recommendation to Cabinet |

DESCRIPTION OF CASE

Sheet of pages

**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

2

SOCIAL ANALYSIS

Sheet of pages

**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

3**TECHNICAL ANALYSIS**

Sheet of pages

**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

4

JURISDICTIONAL ANALYSIS

Sheet of pages

**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

ECONOMIC ANALYSIS
(General Comments)

Sheet of pages

**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

ECONOMIC ANALYSIS

(Estimated Costs)

Sheet of pages

Summary Budget

Total

Funds Available

Program or Act	Jurisdiction	Contribution	Percentage

Special Comments

Total

**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

7

POLICY ANALYSIS

Sheet of pages

**HUMAN
RESOURCES
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AUTHORITY**

8**ADVISORY COMMENTS**

Sheet of pages

**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY****9****RECOMMENDATION TO HRDA**

Sheet of pages



**HUMAN
RESOURCES
DEVELOPMENT
AUTHORITY**

10

RECOMMENDATION TO CABINET

Title of Case or Project

Case Number

Date of Submission

Summary of Case

Recommendation

September 18, 1968

PRESS RELEASE

The Honourable E. C. Manning, Premier of Alberta, today announced major organizational changes designed to strengthen comprehensive social and economic development in Alberta. Under the reorganization, development projects previously carried out by the ARDA Branch (Department of Agriculture) and the Community Development Branch (Department of Industry and Tourism) will be placed under the jurisdiction of the Human Resources Development Authority, and incorporated into twelve newly-established Human Resources Development Projects. The twelve projects, which will strengthen comprehensive programming in areas characterized by social and economic underdevelopment, will be the following:

1. The Edson Project

This project will be established in Census Division 14, located in West Central Alberta, and encompassing a population of twenty thousand persons. It will incorporate a seven million dollar ARDA program which is presently under way.

2. The Slave Lake Project

A comprehensive development project will be established among the communities situated in the Lesser Slave Lake, Utikuma Lake, and Wabasca Lake regions. This area includes a population of approximately fourteen thousand persons.

3. The Northeast Project

This project will be carried out in Census Division 12, which includes the regions of Lac La Biche, Fort McMurray and Fort Chipewyan. A sizeable research project is presently underway to determine social and economic goals for this Census Division. The total population of this area is approximately fifty thousand persons.

4. The Metis Project

This project will establish a task force to assist Alberta's Metis residents in the development of a comprehensive social and economic program for native people of non-treaty status.

This project will include twenty-five hundred Metis living on five Metis settlements, and approximately thirty thousand Metis resident in various communities in Northern Alberta.

5. The Peace River Project

This project will focus on rural renewal programs in the Peace River region. In its initial phases, emphasis will be placed on developing comprehensive social and economic goals for the area.

All of the above will be major projects to define comprehensive social and economic programs for human resources development, and to co-ordinate existing government programs in these areas.

The remaining Human Resources Development Projects are for the development of local communities. They will be located in the following areas:

- (6) The Fort Chipewyan Project.
- (7) The Fort Vermilion Project.
- (8) The Rocky Mountain House Project.
- (9) The Fort McMurray Project.
- (10) The Saddle Lake Indian Reserve Project.
- (11) The Blackfoot Indian Reserve Project.
- (12) The Edmonton City Centre Project.

Approximately forty professional staff will be involved on a full-time basis in these development programs. Most of the projects are cost-shared with ARDA and other agencies of the federal government.

With the growing complexity of government services, and the persistence of many social and economic problems, there was an increasing need to ensure that programs being carried out by many government departments were being effectively co-ordinated, especially in developing areas of the province.

To meet this need, the Government of Alberta, during the 1967 legislative session, established the Human Resources Development Authority as a special structure which would develop, co-ordinate and supervise

programs and services to encourage and help individuals and communities develop their human resources to their fullest potential. The Authority's specific functions are the following:

1. To undertake or sponsor economic and social research necessary to determine the human and physical resources development problems and potentials in any specified area.
2. To foster awareness among local people of their individual opportunities and their communities' problems and potentials and to assist and involve local people in the preparation of social and economic development goals.
3. To implement and assist in the implementation of projects designed to increase income and employment opportunities in underdeveloped urban and rural areas and raise standards of living therein.

The Human Resources Development Authority is composed of five members of the Executive Council and a Director. The members are:

Honourable Harry E. Strom - Chairman

Honourable F. C. Colborne - Deputy Chairman

Honourable R. C. Clark - Minister of Youth

Honourable R. Reiersen - Minister of Education and Labour

Honourable R. Speaker - Minister of Public Welfare

The Director is Mr. Jack Oberholtzer.

To assist the Human Resources Development Authority in its task,

two special groups have been established:

1. Joint Specialist Group

Composed of approximately thirty experts in the fields of social, economic and cultural development. This group will analyze proposals presented to the Authority. Mr. Cy McAndrews has been appointed Chairman of this group.

2. Joint Advisory Group

Members of this group will serve as advisors to the Authority.

Composed of the following Deputy Ministers:

Deputy Minister of Agriculture

Deputy Minister of Education

Deputy Minister of Health

Deputy Minister of Industry and Tourism

Deputy Minister of Lands and Forests

Deputy Minister of Labour

Deputy Minister of Municipal Affairs

Deputy Minister of Public Welfare

Deputy Minister of Youth

The Joint Advisory Group will be chaired by Dr. E. E. Ballantyne.

The Human Resources Development Authority is the first structure of its kind in Canada. Any group or individual is invited to make representation to the Authority regarding social and economic development proposals contributing to human development in Alberta. The head office of the Human Resources Development Authority is located in the Legislative Building.

APPENDIX C

THE HUMAN RESOURCES
DEVELOPMENT AUTHORITY
REPORT AND PROJECTIONS
JUNE 1971

C O N T E N T S

=====

1. BACKGROUND
2. OBJECTIVES
3. PRESENT ORGANIZATION
4. APPROPRIATION DATA
5. PRESENT PROGRAMS
6. COMMUNITY DEVELOPMENT
7. FUTURE PROGRAMMING
8. SUMMARY

B A C K G R O U N D
=====

In 1967, the Government of Alberta published the "White Paper on Human Resources Development". The comprehensive approach it contained had been widely acclaimed across Canada as a new and innovative approach to co-ordinating physical and human resources in a total development package. The Province of Manitoba has patterned its regional development planning and programming on the Authority model and all indications at present are that Saskatchewan will also shortly follow this format.

The major focus of the Human Resources Development Authority when it was established was to carry the major responsibility for co-ordinating provincial and regional human resource programs. The Authority itself actually was a senior committee of Cabinet made up of six Cabinet Ministers and the Director.

In 1968, the responsibility for both the A.R.D.A. program from the Department of Agriculture and the Community Development program from the Department of Industry and Tourism was transferred to the Authority. The transfer of the on-going A.R.D.A. program, in particular, brought us heavy involvement in direct programming that was not envisaged when the Authority was originally established.

OBJECTIVES

=====

The objectives of the Authority as stated in the Human Resources Development Authority Act (1967) are:

"To develop, co-ordinate and supervise provincial and regional programs and services through interdepartmental and intergovernmental co-operation in order to encourage and help individuals and communities to develop their human resources to their fullest potential and in particular -

- (a) to sponsor economic and social research necessary to determine the human and physical resources development problems and potentials in specified areas of the Province;
- (b) to foster awareness among local people of their individual opportunities and their communities' problems and potentials, and to assist and involve them in the preparation of economic and social development goals;
- (c) to assist in the implementation of projects designed to increase income and employment opportunities in under-developed urban and rural areas."

P R E S E N T
O R G A N I Z A T I O N
=====

The Authority staff is presently divided into the following operational units:

- (1) Office of the Director
- (2) Field Operations
- (3) Administration
- (4) Research and Planning
- (5) Lesser Slave Lake Special Area Project.

A detailed organizational breakdown as well as an indication of the Human Resources Development Authority Committee structure and associated agencies is attached to this presentation as Appendix "A". A complete listing of both salaried and wage personnel currently on staff is also attached. This listing shows the position number, location, classification and working title of each of our staff members. A summary of salary data is also enclosed.

A P P R O P R I A T I O N

D A T A

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There are five main appropriations which cover the Human Resources Development Authority operations. These are appropriations 1461, 1463, 1464, 1465 and 1483. Appropriation 1461 covers the Director's Office expenditures, Appropriation 1463 - Community Development, 1465 essentially those programs which were initiated under the former A.R.D.A. Agreements, and Appropriations 1464 and 1483 cover the Lesser Slave Lake Project.

A summary of expenditures to date in 1971-72 under each appropriation anticipated for the balance of this fiscal year, as well as a projection for 1972-73, are attached as Appendix "B". Further explanatory material is also provided for the Lesser Slave Lake Special Area Project in Appendixes "C" and "D".

P R E S E N T

P R O G R A M S

A. GOVERNMENT CO-ORDINATION

(i) The primary responsibility given to the Authority was initially to be one of co-ordination of government programs rather than direct involvement in the programs themselves. To this end, the Joint Specialist and Joint Advisory Groups were set up to provide advice and guidance to the Authority Ministers and Cabinet on broad human resource policy and programs and to minimize duplication and overlapping of government services. This committee structure met with limited success for a variety of reasons. It is obvious, however, that a far greater sensitivity now exists within line departments to individual needs and aspirations than was the case before the Authority was established. Graphic recent examples that can be cited are the Northern Housing program and the Grande Cache Land Tenure recommendations.

(ii) Authority staff members have taken the lead to set up and to act as Chairmen and also as participants on various interdepartmental and community committees in Edmonton and throughout the Province.

(iii) Consulting staff have been hired under Authority sanction and were funded through the Authority in order to work towards certain major governmental reorganizations and restructuring. Authority staff members also participated in and played a major role in a number of these projects.

(iv) Authority personnel have been made available to other provincial departments and agencies as well as other levels of government to carry out specific organizational assignments related to human resource development.

(v) Citizens Conferences were called in a number of major centres across the Province under the auspices of the Authority to encourage the individuals as well as the private sector to express priorities and become more involved in the various human resource programs offered by the Government.

B. NATIVE AFFAIRS

It is in this area that the Authority has perhaps made the greatest

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tangible strides in fostering human resource development. The Director's Office has increasingly become the focus for Albertans of native ancestry to approach government.

The following is a quote from a recent Canadian Press article which indicates the philosophy of the Authority towards these native people as well as demonstrates the apparent success of this approach.

"The secret . . . seems to be the wide degree it (the Alberta Government) gives to the highly organized Indian Association of Alberta and Metis Association of Alberta. Instead of initiating programs on their behalf, the government asks the natives through its Human Resources Development Authority what ideas they have in mind, then sits down and works out details and a budget with them.

'Its more an attitude of mind than an amount of money,' says Director J. E. Oberholtzer . . . "

Assistance in the form of expert supervision and/or advice and often on occasion, substantial direct funding has also been made available through the Authority for the following major native programs as well as many others not listed that in themselves did not involve a large amount of money yet had a significant impact in smaller communities:

- (1) Alberta Native Communications Society
- (2) Native Friendship Centres
- (3) Lumbering, Cattle and School Bus Co-operatives
- (4) Metis Colony Task Force
- (5) Native Brotherhood Society
- (6) Native Driver Training
- (7) Kainai News and Blackfoot Radio
- (8) Pasture Projects - Metis Colonies
- (9) Provincial Indian and Metis Associations
- (10) Native Court Workers.

Special attention has centred on matters of particular and immediate concern to the native people. These include housing, land tenure, health services and education. Close contact has been maintained with other agencies at all levels of government charged with overall responsibility in one or more of these specified areas. Authority staff have played a major role in discussions leading up to the signing of a new federal-provincial agreement to provide business incentives to aid disadvantaged

- 3 -

native people.

C. REGIONAL DEVELOPMENT

There are two major regional development programs underway at the present time for which the Authority has the responsibility. These are centred at Edson and at Slave Lake. The former, which was initiated and largely funded to date under the A.R.D.A. Agreement, is administered by our Supervisor of Field Operations. The main program involvement for the Edson Office besides co-ordination and acting as information centre for all government programs is concentrated on the Home Visitor, Farm Adjustment and Job Corps programs.

The Authority also maintains representatives at Grande Prairie, Peace River and St. Paul. These individuals are primarily involved in overall co-ordination and counselling but are also responsible for the remainder of the A.R.D.A. programs which are on-going in their areas. We anticipate phasing out the St. Paul operation as of March 31, 1972. The Grande Prairie representative is mainly involved in working to ensure that disadvantaged people in that area are able to participate in the employment opportunities that will occur as a result of the new Procter and Gamble pulp mill. The Peace River representative serves the North Peace area extending to the Northwest Territories border.

Nowhere, however, are the aims and objectives of the Human Resources Development Authority and the Government of Alberta towards regional human resource development better portrayed than in the approach being followed in the Lesser Slave Lake Special Area. The project represents the first example of this new approach and an area where the Authority was involved from the inception of the program. The establishment of this area as one of special concern and inputs in terms of social and economic programs received impetus for its creation from a citizens' group, the Lesser Slave Lake Development Association. The Association, formed a number of years ago, originated as a body representing twenty-six (26) communities whose prime objective was to secure government assistance in combatting the pressing socio-economic problems that were present in the region.

In response to this expressed need, the Authority, in its role as a co-ordinating agency and not a line department, recognized the problems

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and designated the Lesser Slave Lake Area as a region requiring special efforts to alleviate these industrial and human difficulties: A local man was appointed Regional Resources Co-ordinator and a small integrated team of resource personnel totally unconnected with existing line departments joined him to work towards solutions.

As a result, the Government of Alberta has mounted a multi-million dollar incremental and comprehensive program in the area, part of which is being cost-shared by the federal Department of Regional Economic Expansion. The latter part is being directed mainly towards infrastructure development (i.e. schools, roads, water and sewer systems) combined with manpower training and retention programs. Full details of all projects and activities involved in the program are included in Appendixes "C" and "D". This material has been included in separate presentations made recently to a number of Ministers in the new Government including one prepared for The Honourable Miss H. Hunley.

Industrial incentives totalling close to \$18 million, including those given to the Procter and Gamble pulp mill near Grande Prairie, are beginning to encourage a much increased rate of industrialization in the area. Direct new job creation as a result has been estimated at more than 1,300 year-round positions.

Aside from its joint commitments under the agreement with the Federal Government which in 1971-72 will total \$4 million, the Government of Alberta has also been expending sizable amounts of money, directed and co-ordinated through the Authority, to various departments and agencies for other projects within the area. The Authority has been very active in encouraging representative community groups to feed into the social planning and programming process. For example, regional community councils have been established from the reserves, Metis colonies, incorporated centres and isolated communities and a Regional Management Committee has been formed which is made up of representatives from the various sectors of Government in the region. It is hoped that these two groups will merge as a 10 - 14 member regional council to fully represent the entire area in the Special Area programming and to make proposals and recommendations to Government. The government field managers have received a broad delegation of responsibility

- 5 -

from their respective Deputy Ministers related to projects in the area.

While a considerable amount of progress has been achieved to date within the Special Area, a good deal more remains to be done. The Authority is working to ensure that the disadvantaged people, particularly those of native ancestry in the region, will be prepared and able to take advantage of the opportunities which will be occurring. The Authority also has assumed certain evaluative responsibilities regarding the total program. Given continued citizen-government-private sector co-operation, new solutions to problems will be found, and the social and economic advancement of the area will be further realized.

COMMUNITY DEVELOPMENT

A Community Development program commenced in 1964 with the employment of a Co-ordinator and the placing of Community Development Officers in Fort McMurray, Fort Chipewyan and Slave Lake. The program expanded to include Wabasca, Fort Vermilion, Lac La Biche, Hinton, St. Paul, Rocky Mountain House and Gleichen, as well as the City of Edmonton.

In 1969 both the Indian Association of Alberta and the Metis Association of Alberta stated they wished to initiate a Community Development program and requested a freeze on the Provincial program. This was agreed to by the Provincial Government and led to the cancellation of the Federal-Provincial Agreement on Community Development as of March 31, 1971.

As a result of this Agreement no further expansion of the Provincial Community Development program was authorized, pending an assessment of the needs after the Associations had an opportunity to implement their programs. This led to not filling vacancies at Fort Vermilion, Fort Chipewyan, Fort McMurray and Rocky Mountain House. The Lac La Biche position was transferred to Slave Lake when this was designated a Special Area and there are now three Community Development Officers (now known as Human Resource Officers) on the Slave Lake H.R.D.A. team. The community counsellor section of Alberta NewStart were serving the needs in the Lac La Biche area, permitting this transfer.

The present status of the program is as follows: Human Resource Officers are on staff at St. Paul, Hinton, Calgary and Edmonton. The St. Paul H.R.O. serves the area St. Paul to Cold Lake, which includes many small marginal farming communities, a Metis settlement and a number of Indian reserves. At Hinton the H.R.O. has a prime responsibility to the native population from Hinton to Grande Cache and those people at Marlboro. The H.R.O. at Calgary has been working with the Blackfoot at Gleichen and to a lesser extent with the Bloods, Peigans, Sarcee and Stoneys. In the past year he has also been working increasingly with native people in the City of Calgary. In Edmonton one H.R.O. has been involved in the Boyle Street area and for the past year as an animator

- 2 -

in the Westmount Project. Our only woman H.R.O. is a Metis who works closely with native women's organizations in the City, as well as with the Y.W.C.A.. She serves as a resource person to native organizations throughout the Province. We also have on staff one H.R.O. who specializes in advising individuals regarding small business ventures. He has been working in Grande Cache during the past two summers, while completing a Master's Degree at the University of Alberta. There are three H.R.O.'s as members of the Slave Lake team. There is also a Field Staff Consultant in the Edmonton office.

Some interim financial and/or advisory assistance has been provided to a number of community, regional and provincial organizations, in order to meet emergent situations that existing departments or agencies were either unable or unwilling to provide. Encouragement of the two concepts "voluntecrism" and "self-help" have been emphasized in dealing with these organizations as well as with individuals.

Future plans for Community Development envisage a more active program by re-establishing H.R.O.'s at Fort McMurray, the High Level-Fort Vermilion area, Lac La Biche, Rocky Mountain House as well as in the Crows Nest Pass. There is a need in Edmonton for a well-qualified Community Development person to provide a balance to the planning and administration of this program. There appears to be a need for more emphasis on knowledge of Government services and how to obtain these than directly on the animation leading to confrontation. The progress made in the field of communication between Government agencies and native people has to be expanded to include developing communication with all people in the Province. There is a great need evident for an active Community Development program in the urban areas and a policy decision must be made as to whether it is to be a Provincial program or a City program financially supported by the Province.

FUTURE PROGRAMMING

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1. Continued attention to co-ordination of interdepartmental matters,
for example, -

Encouragement for Program Budgeting

Encouragement of a Central Economic and Research Section

Encouragement of a Central Province-wide Information

and Data System .

Encouragement of a Central Office for attention to

Federal Agreements.

2. Continued liaison with native organizations and native problems, -
unless responsibility is transferred to another administration.
3. Continued attention to Special Area developments, - unless
responsibility is transferred to another administration.
4. Suggested expansion of Community Development activities into four
or five districts.
5. Attention to unforeseen and unexpected social happenings.

S U M M A R Y

BACKGROUND AND OBJECTIVES

The Human Resources Development Authority, charged initially with a co-ordinating responsibility for human resource programs, has been drawn into administrative activities as related to native matters, special area development and general community encouragement toward increased employment and incomes.

PRESENT ORGANIZATION AND APPROPRIATIONS

The present organization employs a staff of seventy.

The 1971-72 Budget includes Votes as follows:

1461 - Central Office	\$ 132,000
1463 - Community Development	\$ 673,000
1465 - Transferred A.R.D.A. and Native Programs	\$ 2,750,000
1464 - Lesser Slave Lake Special Area Income Account	\$ 2,000,000
1483 - Lesser Slave Lake Special Area Capital Account	\$ 4,000,000

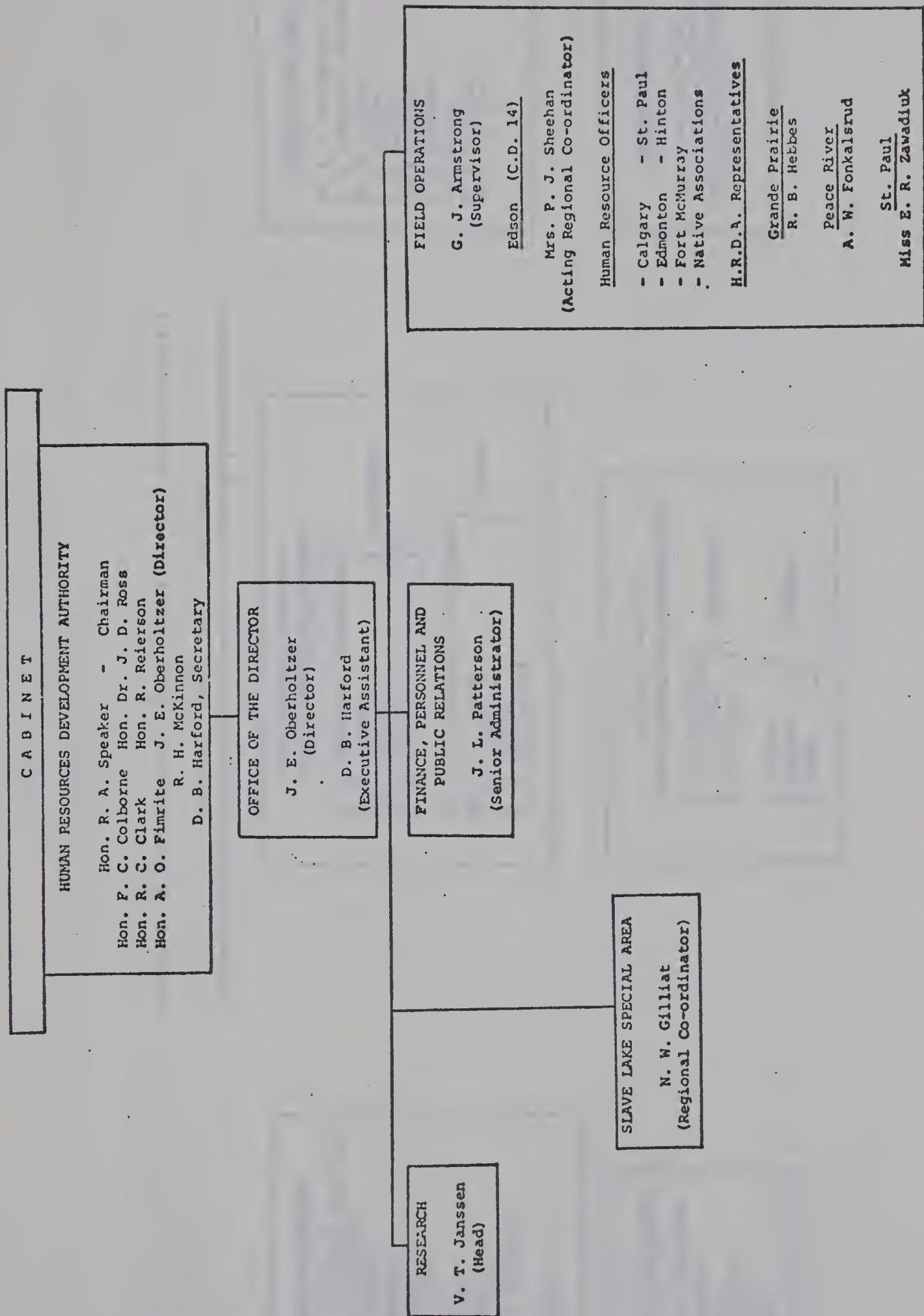
Note: Approximately 50% of the total is recoverable from federal funds.

PROGRAMS

The present operational programs are as shown above, with special emphasis on native matters and the Lesser Slave Lake Special Area.

Future programming anticipates a continuation of administration along present lines unless a transfer of responsibility occurs. A number of centralized agencies will be encouraged.

Finally, the general area of concern for people's problems appears to be growing steadily. Some governmental agency and some Minister's attention seems warranted.



HUMAN RESOURCES DEVELOPMENT AUTHORITY
COMMITTEE STRUCTURE

RECREATION COMMITTEE

Hon. G. E. Taylor, Chairman
L. Beres, Secretary
G. J. Armstrong
D. H. Sheppard
H. C. Duguid
Dr. J. T. Hrabí
W. H. Kaasa
A. F. Belyea
J. R. Smith
Dr. V. A. Wood
Dr. E. M. McFarland
N. Dant
W. Isbister

JOINT PLANNING COMMITTEE
FEDERAL-PROVINCIAL PROGRAMS

R. H. McKinnon, Co-chairman	} PROVINCIAL
V. T. Janssen	
H. W. Thiesen	
D. B. Harford	
N. W. Gilliat	
Dr. D. R. Campbell, Co-chairman	} FEDERAL
Dr. R. C. Blain	
J. R. Lane	
A. A. Stubbs	
M. J. Fitzgerald	

JOINT ADVISORY GROUP

Dr. E. E. Ballantyne, Chairman
J. L. Patterson, Secretary
Dr. V. A. Wood
D. W. Rogers
D. I. Gardner
Dr. P. B. Rose
A. W. Morrison
C. L. Usher
R. G. McFarlane
Dr. T. C. Byrne

METIS STUDY TASK FORCE

T. F. Roach, Chairman
D. Ledgerwood
C. A. Sauvé
A. R. Isbister
S. A. Pepper
S. Daniels

LIAISON COMMITTEE
(LESSER SLAVE LAKE SPECIAL AREA)

G. J. Armstrong	} PROVINCIAL
N. W. Gilliat	
J. F. Bigam	
H. Topham	} FEDERAL
A. Stubbs	
R. Adam	

SPECIALIST GROUPS

Panels of specialists established as required for project analysis and problem solving.

ASSOCIATED AGENCIES

CONSERVATION AND UTILIZATION COMMITTEE

H. W. Thiessen, Chairman
 S. M. Scott, Secretary
 A. W. Goettel Dr. S. B. Smith
 R. E. Bailey A. R. Isbister
 D. S. Lawson L. Collins
 G. W. Acorn E. E. Kupchanko
 R. G. Steele - Alternate, G. M. Smart
 N. Dant - Alternate, R. Erickson
 M. J. Dolinsky - Alternate, E. Howerly
 A. F. Amnyluk - Alternate, V. E. Bohme

- At the direction of the Lieutenant Governor in Council, the Conservation and Utilization Committee inquires into and studies any matter pertaining to environment conservation and submits reports and recommendations based on these inquiries; acts as a liaison for the purpose of co-ordinating the implementation of programs in the government related to environmental conservation.

NATIVE AFFAIRS ADVISORY COMMITTEE

J. E. Oberholtzer, Chairman
 G. J. Armstrong
 Dr. T. C. Byrne Provincial
 D. Rogers
 W. J. Wacko
 J. Ducharme
 H. G. Jutras
 R. M. Sutherland Federal
 E. Korchinski
 J. H. Hitchcock

S. Daniels and Board of Directors
 H. Cardinal and Board of Directors

ALBERTA ADVISORY COUNCIL

R. H. McKinnon, Chairman
 R. McLeod E. F. Pittman
 B. Brocker Rev. P. R. O'Byrne
 W. G. Alexander G. Devitt
 J. M. Bentley A. Osis
 A. E. Velker I. C. Nessel
 Several members soon to be added

- The Council submits to the Government advice and recommendations: a) on social and economic needs in the province and b) for improving the effectiveness and quality of Government programs and services.

NORTHERN ALBERTA DEVELOPMENT COUNCIL

Hon. A. O. Fimrite, Chairman } Government
 I. McLaughlin }

W. Brese J. Stromstedt } Private
 R. Duncan D. Barton } Sector

- The Council advises the Government on ways and means by which economic and social development in the portion of the Province north of the 55th parallel can be enhanced.

HUMAN RESOURCES RESEARCH COUNCIL

Hon. R. C. Clark, Chairman
 Dr. L. Downey, Director
 H. Bliss F. W. Hoskin
 Dr. G. L. Burton Dr. T.C. Byrne
 Mrs. M. K. Green
 Hon. R. A. Speaker

- The Council conducts or facilitates research in the human or social domain; disseminates such knowledge as may be significant in the determination of social policy, develops plans, materials and procedures relating to various aspects of human resources development; facilitates and assists in the training of persons engaged in similar research and development and assists all citizens in understanding emerging trends and procedures in the area of human resources development, OR undertakes economic, educational, social and other research relating to and affecting the development and conservation of human resources in Alberta.

RESEARCH COUNCIL OF ALBERTA

Hon. A. R. Patrick, Chairman
 Premier H. E. Strom } Alternates
 Hon. G. E. Taylor }
 Hon. R. Reierson
 Dr. E. J. Wiggins, Director
 Dr. M. Wyman Dr. R. Hardy
 J. P. Gallagher G. H. Sissons
 Dr. A. W. Carrothers
 I. K. Sutherland

- Seeks to encourage the development of the Province by conducting research on problems of particular concern to Alberta, primarily with regard to physical resources and industries; and by providing technical information and assistance on request.

Hon. R.A. Speaker
Chairman, H.R.D.A.

Mr. A.W. Morrison
Deputy Minister of Municipal Affairs
Municipal Affairs Building

July 23, 1970

This is to advise that the Government wishes to collect detailed information on the programs that are now being implemented or will be implemented in the Lesser Slave Lake development area. Mr. R.H. McKinnon will act as Chairman of the coordinating group.

The purpose of this exercise is:

1. To ensure coordinated government activity in the area.
2. To use the experience of specialists in all departments to avoid difficulties and solve problems that may arise.
3. To provide a forum for the exchange of information between departments of government, private developers, and other jurisdictions serving in the area.

Human Resources Development Authority has been assigned the responsibility of getting together as much specific information as possible re planned developments in this area. I would solicit your cooperation in assisting the Authority in this work.

It is anticipated that private developers who are planning projects in the Lesser Slave Lake development area may also wish to participate in this activity.

- 2 -

Messrs. V. Janssen, J. Bigam and K. Svenson will be contacting people in your Department on this matter.

Any additional information you may wish can be obtained by phoning R.H. McKinnon, 229-3126 or J.E. Oberholtzer, 229-3201.

R.A. Speaker
Chairman, H.R.D.A.

cc. R.H. McKinnon
J.E. Oberholtzer
V. Janssen
J. Bigam
K. Svenson

APPENDIX E

The first of the two main sections of the report is devoted to a description of the data and the methods used in the analysis. The second section contains the results of the analysis and a discussion of the findings. The third section contains the conclusions and recommendations of the study.

The data used in the analysis were obtained from the National Longitudinal Survey of the Youth (NLSY), a large-scale, longitudinal survey of the lives of young people in the United States. The NLSY follows a representative sample of young people from 1980 to 1994, providing information on a wide range of topics, including education, employment, health, and family life.

The methods used in the analysis were based on a combination of descriptive statistics and multivariate regression analysis. Descriptive statistics were used to provide a general overview of the data, while multivariate regression analysis was used to examine the relationships between the variables of interest and the outcomes of the study.

The results of the analysis show that there are significant differences in the outcomes of the study across different groups of young people. These differences are particularly pronounced for those who are disadvantaged in terms of race, ethnicity, and socioeconomic status. The findings suggest that there are important policy implications for these groups, and that further research is needed to better understand the factors that contribute to their disadvantaged status.

The conclusions and recommendations of the study are based on the findings of the analysis. The study concludes that there are significant disparities in the outcomes of young people, and that these disparities are largely due to factors that are beyond their control. The study recommends that policy makers should take steps to address these disparities, and that further research should be conducted to better understand the underlying causes of these disparities.

C
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MEMORANDUM

FROM: J. E. Oberholtzer, Director,
Human Resources Development Authority,
227, Legislative Building.

OUR FILE NO.:

YOUR FILE NO.:

TO: ALL DEPUTY MINISTERS

DATE: September 11, 1967

Re: Human Resources Development Authority

The outline given by the Honourable Mr. Strom at the Deputy's meeting of August the 31st underlined the principles of the WHITE PAPER and suggested that attention should be given to all government programs with regard to possible overlapping and gaps.

The purpose of this memorandum is to invite each Department to submit to this office a list of matters which may be of concern, either because of overlapping or of deficiency. It is realized that some Departments will have more of such cases than others due to the very nature of their work.

Please be quite frank in your assessment of these areas of concern, whether they be within your own Department or elsewhere.

The Ministers of the Development Authority wish to consider your submissions in approximately one months time, so if your reply could be sent to this office before the end of September it would be most helpful.

J. E. Oberholtzer,
Director,
Human Resources Development
Authority

1. The first step in the process of the development of a new product is the identification of a market need. This is often done through market research, which can be conducted in a number of ways. One way is to conduct a survey of potential customers, asking them about their needs and preferences. Another way is to conduct focus groups, where a small group of people are brought together to discuss their needs and preferences. A third way is to analyze sales data from existing products, which can provide valuable insights into customer behavior.
2. The second step in the process is the development of a product concept. This involves creating a detailed description of the product, including its features, benefits, and target market. This concept is then used to create a business plan, which outlines the company's strategy for developing and marketing the product.
3. The third step in the process is the development of a prototype. This involves creating a physical model of the product, which can be used to test the product's design and functionality. This is often done using 3D printing or other manufacturing techniques.
4. The fourth step in the process is the development of a marketing plan. This involves identifying the target market and developing a strategy for reaching them. This can include advertising, public relations, and other marketing activities.
5. The fifth step in the process is the development of a distribution plan. This involves identifying the channels through which the product will be sold, such as retail stores, online, or direct to consumers.
6. The sixth step in the process is the development of a financial plan. This involves estimating the costs of developing and marketing the product, and determining the expected revenue and profit.
7. The seventh step in the process is the development of a legal plan. This involves identifying the legal requirements for developing and marketing the product, such as obtaining patents and trademarks.
8. The eighth step in the process is the development of a manufacturing plan. This involves identifying the manufacturing process and the resources needed to produce the product.
9. The ninth step in the process is the development of a sales plan. This involves identifying the sales strategy and the resources needed to sell the product.
10. The tenth step in the process is the development of a customer support plan. This involves identifying the customer support strategy and the resources needed to provide customer support.

AN ASSESSMENT - H.R.D.A. - ONE YEAR

July 1967 - - July 1968

1. The visible accomplishments of the Authority have not been impressive. There has been a great deal of getting acquainted. Public interest has continued at a high level. The needs for coordination, both internally and with outside groups, has been clearly indicated many times in the past twelve months.
2. The Director's office has become a communication centre both with Government Departments and individuals and groups outside of government. This public relations aspect is very time-consuming.
3. The progress of the Authority came almost to a halt in November and December of last year. The 'administrative' function of H.R.D.A. was challenged and set aside. The terms 'task force' and 'Regional Coordinator' were strongly opposed. Suggested budget and personnel requirements were almost entirely eliminated. Since that time the opportunity for full Cabinet discussion has been difficult to arrange.
4. There are no serious regrets at this slow tempo of operations as the rest of the year has been very fruitful in gaining knowledge and acquaintance-ship with trouble areas and difficult situations. However, it is not realistic to expect increased accomplishments unless there are some changes in the above circumstances.
5. We have benefited greatly from Mr. Joonson's advice and assistance. We would like this arrangement to continue at least for another year.

we have had a good deal of help from Mr. McKinnon, the Chairman of the Alberta Advisory Council. It is not realistic to expect him to continue as an active fieldman for the Authority.

6. For a more effective operation in the future we require:-

- a) Additions to the Director's staff - 3 men - an Executive Assistant, one person with economist training, one person with general experience in programmes and some knowledge of computer techniques.
- b) A ready source of funds adequate to identify an effective Human Resources programme. (It should not be necessary to struggle over a \$5,000.00 allotment for a Metis Study Tour. The general public will not recognize a Human Resources programme unless there is some dollar figure tied to it).
- c) Clarification of the terms "administrative" and "supervisory" as applied to H.R.D.A. functions.
- d) An agreement by Cabinet that on a given project additional staff may be seconded from other departments for a period of time.
- e) Agreement by Cabinet on the need for project coordinators with authority to coordinate.
- f) Recognition by Ministers of the priority of importance of H.R.D.A. meetings over routine departmental matters.

7. It is anticipated that next year will produce a better pattern of presentation both to the Authority and to Cabinet. We will aim for closer working arrangements with the Budget Bureau. We will aim for

closer relations with Deputy Ministers. Meetings dealing with concerns of departments not represented on the Authority should have the Minister of that Department, or his representative, in attendance.

8. The Cabinet can expect specific recommendations in a number of key areas - internal organization - computer service centre - relations with welfare organizations - matters related to depressed areas and problems of Native people.

C O N F I D E N T I A L

HUMAN RESOURCES DEVELOPMENT AUTHORITY

Notes of the Meeting of July 23rd, 1969, of the Human Resources Development Authority held at Government House at 8:30 A.M.

PRESENT:

Hon. F. C. Colborne, Chairman
 Hon. R. A. Speaker
 Hon. R. C. Clark
 Hon. R. Reiersen
 Hon. Dr. J. D. Ross
 Hon. A.O. Fimrite
 Mr. D. Hamilton
 Mr. E. Schmidt
 Mr. D. B. Harford, Secretary

1. Mr. Colborne opened the meeting by expressing the regrets of the Director, Mr. Oberholtzer, who was unable to be present due to illness.

It was decided to initially follow the outline distributed by the Secretary as far as agenda was concerned.

2. PHILOSOPHY - Coordination vs Administration

Mr. Colborne asked for a frank assessment from those present of the progress made by the Authority to date along with an indication of present areas of concern.

Considerable discussion ensued regarding the program involvement the Authority now has with A.R.D.A. and Community Development. It was generally agreed that the Authority should restrict itself to a coordinating role and not be involved in the actual administration of programs.

One recommendation that was put forward suggested that the Authority should concentrate on three main areas:

- 1) Coordination of human resource programs throughout the government service. Accompanying this would be the transfer of Community Development to the Social Development Department and A.R.D.A. to the Department of Agriculture. Resource Coordinators would be retained on our staff.
- 2) Assessment of all the total programs government is currently involved in.
- 3) Planning agency for government.

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